



City of Wilmington Five-Year Consolidated Plan 2002-2007

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City of Wilmington Five-Year Consolidated Plan 2002-2007

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Executive Summary

I. Overview

Located on the banks of the Cape Fear River and the inter-coastal waterway in New Hanover County, Wilmington is the cultural, educational and economic center of southeastern North Carolina. Wilmington is New Hanover County's largest town and the county seat. Wilmington is also home to a campus of the University of North Carolina. According to 2000 census information, Wilmington is a rapidly growing metropolitan area—ranking 14th in the nation in terms of percentage of growth. Favorable climate, proximity to Atlantic Ocean beaches and a sizable historic district combine to make it a magnet for tourists, second-homebuyers and retirees.

In recent years, the City of Wilmington has seen its population increase while average wages have remained steady. In addition, rising land costs and construction costs have had an impact on the availability of affordable housing.

In 2001, according to the U.S. Department of Housing and Urban Development (HUD), the median household income for the Wilmington MSA is \$46,700. Since 1996, the median household income increased 20.4%. While 2000 census data are not available concerning household income, according to 1990 data, over 38% of households in Wilmington earned less than \$15,000.

A large percentage of low-income households in Wilmington experience one or more housing problems. Households with housing problems are those households occupying units that contain more than one person per

room or that pay more than 30% of their income to cover housing expenses.

According to the National Board of Realtors, the average price for a three-bedroom house in Wilmington is \$155,433. Comparing 1990 median housing values and 1997 sales costs, the cost of housing increased 59%. In the Wilmington MSA, fair market rents have continued to rise since 1996. In 2000, an extremely low-income household (earning 30% or less of the area median income of \$45,600) could afford monthly rent of no more than \$342, while the fair market rent for a two-bedroom apartment was \$605.

The economic situation of our low- and moderate-income citizens also causes a high demand for public housing. The Wilmington Housing Authority (WHA) assists 2,988 households through its conventional public housing program. The WHA also administers the federal Section 8 tenant-based rent subsidy program. As of October 23, 2001, the center identified 15 properties whose landlords were accepting Section 8 vouchers. There were a total of 22 units available consisting of mostly of a mix of two and three bedroom apartments and housing (including mobile homes). According to an analysis completed in October 2001, the public housing waiting list contains 186 families.

The Tri-County Homeless Interagency Council leads a continuum of care in the Wilmington area. The council is responsible for development and ongoing review of the continuum with the lead coordinating agency being the Southeastern Center for Mental Health, Development Disabilities and Substance Abuse Services. On March

Executive Summary

20, 2002, the Tri-County Homeless Interagency Council conducted a point-in-time survey. The count of 2,421 homeless persons in New Hanover County represents a 20% increase from last year's count of 2,022. The survey validates a need that assistance should be directed to homelessness. Also needed are transitional housing facilities and additional nighttime emergency shelters for those who do not qualify for admittance to existing shelters (alcoholics, drug addicts, the mentally ill and the potentially dangerous).

Due to the continued increase in rents each year and household incomes that remained steady, low- and moderate-income families are increasingly paying more of their income for housing.

To meet this need, Wilmington, WHA, Tri-County Homeless Interagency Council, local lenders, non-profits and others have collaborated to design programs that offer attractive financing for home purchases, construction of affordable homes and rental units, home repairs and rental assistance. The need, however, for additional supportive services, shelters, transitional housing, affordable rentals and affordable homes for homebuyers remain a priority issue.

Unemployment rates in Wilmington ranged from a low of 3.7% to a high of 8.9% between 1995 and 2000. Historically, Wilmington has had higher unemployment than the surrounding county and the state as a whole. Since 1993 Wilmington has seen its unemployment rate steadily decrease; however, much of the recent business development took place in the suburbs. To help alleviate the problem the city recognizes the need to support programs that provide job training and education, and economic development programs that will facilitate the

creation of jobs for low- and moderate-income citizens in the inner city.

The City of Wilmington recognizes the valuable support that nonprofit organizations provide to improve the overall quality of life for our citizens. The city has three certified Community Housing Development Organizations (CHDO's), a Tri-County Homeless Interagency Council consisting of 71 organizations (115 members) and numerous other nonprofit organizations such as Habitat for Humanity and Good Shepherd Ministries who provide countless number of volunteer hours and support to the citizens of Wilmington. Support of these agencies will continue to be a high priority.

II. Summary of Annual Action Plan

The City of Wilmington is expected to receive \$953,000 of entitlement funds for the Community Development Block Grant Program (CDBG) and \$620,000 for the Home Investment Partnership Program (HOME) for fiscal year 2002-2003. The city also projects program income in the amount of \$45,000 for the CDBG program and \$86,565 for the HOME program. An additional \$345,000 in CDBG funds is available in the Revolving Loan Fund. Total program revenue in the amount of \$2,048,565 is budgeted.

In addition, unexpended funds of \$695,946 from prior program years (1993 to 2001) are proposed to be used to meet current program goals and strategies.

CDBG funds received for the 2002-2003 program year are proposed for the following activities: housing, public improvements, public services and administration and planning.

HOME funds are proposed for administration and housing related activities primarily carried out by CHDO's and nonprofit organizations.

It is proposed that funds recommended for reallocation be used to fund activities relating to demolition and clearance, economic development, public services, acquisition and public facilities.

The City of Wilmington's Five Year Consolidated Plan "Community Plan 2000" has been updated to more clearly reflect the city's goals, objectives and activities to address housing and community development needs over the next five years. This revised plan covers the period July 1, 2002, through June 30, 2007.

The opportunity for participation from all segments of the city was very important in the development of the consolidated plan. To maximize citizen participation, various meetings were held throughout the city to discuss the planning process and receive citizen input. The public meetings were advertised in local newspapers, on GTV, through local housing and service providers and in news releases. Staff conducted or attended a total of 10 community meetings in various locations with over 800 citizens attending. Also, a wide variety of community-based nonprofit and public human service agencies in both the city and county were consulted.

In addition to the public meetings, the City of Wilmington held two formal public hearings to solicit input and comments. The first was held before development of the plan on February 5, 2002. The second—to obtain comments on the draft of the consolidated plan—was held on April 16, 2002, and extended to May 7, 2002.

In conclusion, the consolidated plan and annual action plan attempts to address the complex issues facing the City of Wilmington in the areas of housing and community development. By comparing its current inventory of estimated needs, the city determines the unmet needs, using its best judgment and citizen input to assign a relative priority to each need. As expected, the needs of the community exceed the available resources. Funding recommendations were made consistent with priority issues and concerns of the community as well as City Council goals and objectives.

Summary of Recommended Strategies

The following is an abbreviated list of principles and strategies. For full discussion of these recommendations, please refer to the full text in the appropriate section of the plan.

I. Key Principles for Affordable Housing

The key principals for an affordable housing strategy are summarized below and can be found in detail on page 44:

- Help those with the greatest need
- Increase the affordable housing stock
- Leverage outside funding
- Preserve long-term affordability
- Emphasize high quality, energy efficient, neighborhood-compatible designs
- Incorporate accessibility (universal design) features into all new housing
- Engage the private sector as well as non-profits in affordable housing projects
- Preserve existing housing stock
- Promote homeownership
- Promote mixed-use and mixed-income development
- Help beneficiaries succeed for the long term
- Make efficient use of available land and infrastructure
- Coordinate housing development with transportation, jobs and services
- Stabilize deteriorated neighborhoods

II. Affordable Housing Strategies

A. Lack of Affordable Land

- Investigate possibility of a land trust program
- Complete the Unified Development Ordinance
- Incentives for development in targeted areas

B. Regulatory Issues

- Task force on placement of residential housing facilities
- Northside Land Use Plan
- Wilmington's Future Land Use Plan
- Waive or reduce development fees
- Use housing sites a training ground for students
- Policy to establish ratios of non-residentially zoned land and non-residential tax base

C. NIMBY

- Education for the public and for government officials

D. Historic Preservation

- Promote blending of design standards
- Possible tax exemptions for low- and moderate-income homeowners
- Training for staff, property owners and developers

E. Homelessness

Make homelessness a major priority in addressing affordable housing. (See Homeless Strategies on page 60.)

F. Opportunities for Affordable Housing

- Increase the affordable housing units constructed or rehabilitated through city programs
- Work with the private sector to increase the affordable housing units
- Increase the number of low and moderate-income homebuyers served by city programs
- Implement programs for homebuyer education, marketing and expand the variety of financial assistance programs

G. Housing for Persons with Disabilities and Special Populations

- Encourage accessibility (universal design) in all housing developments
- Continue the emergency repair program
- Work with the Wilmington Housing Authority to encourage the continued priority in Section 8 vouchers for people with special needs, domestic violence, elderly and the homeless
- Encourage and support the use of state and federal funding sources for special needs populations

H. Code Enforcement

- Reduce conditions leading to slum and blight
- Implement a voluntary demolition and lot cleaning program
- Continue to enforce the five codes—minimum housing, abandoned structures, demolition by neglect, junk vehicles and public nuisance—throughout the city

I. Public Awareness and Civic Partnerships

- Publicize the findings of this plan and continue to gather data on a regular basis on housing costs and income and other key indicators
- Work with organizations like the Wilmington Affordable Housing Coalition and the New Hanover Human Relations Commission to educate the public on affordable housing and Community Development issues
- Raise public awareness on the need for affordable housing
- Increase the number and variety of outlets used to communicate with the public

J. Lead-Based Paint Hazards

- Investigate the possibility of applying for a HUD lead-based paint hazard reduction grant
- Work with the New Hanover County Health Department to educate the public
- Help to increase the number of local certified lead inspectors, risk assessors, project designers, abatement supervisors and abatement workers by providing training to local contractors
- Use city housing counselors and rehabilitation specialists to draw attention to the hazards of lead-based paint in pre-1978 homes
- Use city funding to assist with the cost of lead-based paint abatement in housing being rehabilitated through city programs
- Investigate the possibility of having the New Hanover School Board require lead screening as part of the immunization process before a child is accepted into school

K. Fair Housing Strategies

In 1996, Wilmington completed an analysis of impediments to fair housing and subsequent fair housing action plan. Because these data and findings are over five years old, the city will be working to update the analysis and develop a corresponding action plan. This is projected to be completed in program year 2002-2003.

L. Public Housing Strategies

While the Wilmington Housing Authority continues to work towards meeting its goals and objectives in 2001, it will likely revise the strategic plan in 2002 under the leadership of its new executive director.

For a detailed listing of the Authority's goals and objectives, see "WHA Strategic Plan" in the Affordable Housing Section on page 23.

housing supportive services to the homeless population

IV. Non-Housing Community Development Strategies

A. Infrastructure and Amenities

- Fund infrastructure improvements for affordable housing developments
- Earmark CDBG funds for infrastructure improvements, particularly for housing that serves very low-income families or individuals
- Develop a Mass Transit Master Plan by June 2004
- Complete a detailed Parks and Recreation Plan by June 2003
- Ensure neighborhoods of all types and costs have equal opportunity and access to amenities such as shopping, convenience needs, jobs, transportation, open space and recreation

B. Public Services

- Allocate 10% to 15% of annual CDBG funding to public service agencies each year
- Support those public services that directly support housing, economic development or anti-crime activities that meet the strategies set forth by the Wilmington City Council

C. Economic Development

- Support the development of micro-enterprises and small businesses through capacity building and resource identification
- Support the development of job training and job placement programs for the homeless and those individuals who have the most difficulty in obtaining and keeping jobs

III. Homeless Strategies

- Strengthen case management in outreach programs and supportive service agencies in an attempt to prevent homelessness for those families and individuals who are at-risk of becoming homeless
- Help move members of the homeless population through the continuum of care process to permanent housing by strengthening case management in outreach programs and emergency shelters, where the needs of the chronically homeless can be identified, appropriately referred to local housing and provided with supportive services
- Increase partnerships with the private sector, particularly private developers, in order to create affordable housing
- Strengthen coordination with the Wilmington Housing Authority in order to offer homeownership opportunities and

- Collaborate with the City's efforts to develop and implement a plan for recruiting and retaining diverse, high paying jobs
- Provide appropriate local and regional infrastructure to support desired growth patterns
- Proactively plan for growth through long-term land use plans to emphasize efficient development patterns that minimize infrastructure costs and ensure availability of adequately zoned and serviced land

Summary of Five-Year Performance Targets

I. Affordable Housing

A. Housing Production Targets

- Provide Home Ownership Pool loans for 115 new homeowners
- Provide rehabilitation loans for 30 rental units
- Provide housing rehabilitation loans to 120 homeowners
- Provide funding for 60 transitional or permanent housing units for homeless
- Provide funding for 90 new construction, single-family units
- Provide funding for 30 multi-family, rental units

B. Lead-Based Paint Hazards

- Address lead-based paint hazards in all housing rehabilitation projects involving units built before 1978
- Provide or be involved in at least one training session on lead-based paint hazards for local builders or contractors each year
- Work closely with the New Hanover Department of Health to expand educational and screening efforts on lead hazards

C. Code Enforcement

Stabilize neighborhoods by implementing a voluntary demolition and lot cleaning program, and continuing code enforcement efforts

D. Civic Partnerships

- Develop better communication with the Hispanic community

- Conduct at least one community education program each year on affordable or fair housing issues
- Publicize CDBG and HOME activities according to the Citizen Participation Plan

II. Homelessness

- Continue to support the efforts of agencies such as the Tri-County Homeless Interagency Council and include the council's recommendations in the decision-making process for expending CDBG and HOME funds on homeless-related programs
- Create 60 transitional or permanent housing units
- Create 40 additional emergency shelter beds with supportive services.
- Support the efforts of private developers who are building affordable housing and encourage them to create partnerships with agencies that provide supportive housing services to the homeless population.

III. Non-Housing Community Development

A. Infrastructure and Public Facilities

- Support the Wilmington Housing Authority's efforts to replace former public housing developments with new construction by providing funding assistance for infrastructure for a minimum of three years between 2002 and 2007
- Provide funding for at least one public facility each year over the next five years

B. Public Services

- Allocate 10% to 15% of annual CDBG funding to public service agencies each year
- Provide funding for at least three homeless, supportive service agencies each year
- Collaborate with local agencies to provide technical assistance and capacity building for a minimum of one agency carrying out a new public service activity

C. Economic Development

- Assist 50 small businesses over the next five years or 10 per year, with capacity building or loans
- Train and place 20 homeless individuals in local jobs—moving them from homelessness to viable citizens of the community
- Create 20 new jobs over the next five years through economic development lending

Introduction

I. Consolidated Plan Overview

The City of Wilmington carries out federal programs administered by the U.S. Department of Housing and Urban Development (HUD). The Five-Year Consolidated Plan is the document that Wilmington submits to the HUD as an application for funding for the following programs:

- Community Development Block Grant Program (CDBG)
- HOME Investment Partnership Program (HOME)

The lead agency responsible for the development of the city's consolidated plan is the Wilmington Community Development Division, Development Services Department.

The consolidated plan establishes a unified, coordinated vision for community development actions for the upcoming five years (2002 through 2007). Key elements of this consolidated plan are its emphasis on citizen participation and the collaborative nature of the process. Wilmington uses the input from citizens and its community development partners to determine its housing and community development needs, to develop strategies for addressing those needs and to undertake specific actions consistent with those strategies.

II. The Planning Process and Community Outreach

The development of the 2002-2007 Consolidated Plan is built on a number of other studies, plans and reports that have been prepared in recent years. Primary documents

used in the development of the Consolidated Plan are the *Wilmington-New Hanover County Comprehensive Plan 1997-2010* and related technical reports, which address housing conditions, housing market and housing needs, among other things.

Other background documents used in the development of this plan include the following:

- *2001 Continuum of Care Narrative* by the Tri-County Homeless Interagency Council
- *2002 Epidemiologic Profile for North Carolina and North Carolina 2000 HIV/AIDS Surveillance Report* by the North Carolina Department of Health and Human Services Division of Public Health
- *AIDS Housing: Issues Today and in the Future* by AIDS Housing of Washington
- *The Arc's Position on Where People Live* by The Arc of North Carolina
- *Out of Reach: The Gap Between Housing Costs and Income of Poor People in the United States* by the National Low Income Housing Coalition
- *Report on the National Survey of Lead-Based Paint In Housing* by Westat, Inc. under contract with the U.S. Department of Housing and Urban Development and the Environmental Protection Agency
- *Report to the General Assembly: Enhancing the Quality of Life for Children and Adults Living with Mental Health, Developmental Disabilities, and Substance Abuse Problems* by the North Carolina Division of Mental Health, Developmental Disabilities, and Substance Abuse Services

- *State Plan 2001: Blueprint for Change* by the North Carolina Department of Health and Human Services
- *Wilmington Downtown Plan: Vision 2020* by Cranston-ICON-Planning Collaborative for the City of Wilmington, New Hanover County and DARE, Inc.

These and other sources of information used in the development of the Consolidated Plan are referenced throughout the document.

A. Public Meetings and Hearings

Encouraging citizen participation and consulting with other public and private agencies are important parts of the planning process. The city used several methods to solicit citizen participation and to consult with other public and private entities. The process, which included public notices, public meetings, public hearings and other outreach efforts, is summarized below. A copy of the complete Citizen Participation Plan can be found on the City of Wilmington's website (www.ci.wilmington.nc.us) or obtained by contacting the Community Development Division. The results of community outreach can be found in Appendix A, copies of public notices are included in Appendix B and the Minutes of the public hearings are included in Appendix C.

To stimulate the greatest level of input into the development of the consolidated plan, Wilmington made information concerning the plan and the planning process widely available, particularly to persons living in low- and moderate-income areas, persons with disabilities, minorities and other disadvantaged groups. By making information available to the public housing authority and other housing and service providers, in local newspapers and on the city's cable channel, the city anticipates that the greatest

number of people will be aware of and participate in the development of the consolidated plan.

1. Public Meetings

The Wilmington City Council began developing a new strategic plan early in 2002. The development of goals and objectives revolved around citizen input on several levels. Rather than duplicate the process, the Community Development staff chose to attend several community and "town meetings" where citizens expressed their concerns and commented on local issues. See Appendix A for a list of community meetings, technical assistance provided to community organizations and other community activities.

2. Public Hearings

In addition to public meetings, Wilmington held two formal public hearings before the Wilmington City Council to solicit input and comments. The first was held—before development of the consolidated plan—on February 5, 2002. The second—to obtain comments on the draft of the consolidated plan—was held on April 16, 2002, and was extended to May 7, 2002. Both public hearings were held at the council chambers in City Hall. Drafts of the consolidated plan were also made available to all interested parties during a 30-day comment period. Each public hearing and the 30-day comment period was advertised in local newspapers at least 14 days in advance of the hearings, on the city's cable channel, through local housing and service providers and in news releases. Comments received during the planning process and during the 30-day comment period are summarized in Appendix A.

B. Agency Consultations

The City of Wilmington consulted with other public and private agencies to identify and prioritize community needs, develop strategies and action plans, identify community resources and promote the coordination of resources. Through individual and group meetings, the following persons and agencies were consulted as part of this process:

- Nancy Bell, Intercity Option
- Lorna Blacker, New Hanover County Health Department
- Linda Conner, New Hanover Regional Medical Center
- Chuck Davis, City of Wilmington Public Utilities
- Cathy Dawson, Good Shepherd Ministries
- Rebecca Dixon, Volunteers of America Willow Pond Apartments
- Marilyn Edge, Wilmington Housing Authority
- Lauri Fish, New Hanover County Health Department
- Gwen Flowers, G. Flowers Realty
- Dianne Gatewood, New Hanover County Extension Services
- Greg Gaweda, Wilmington Housing Finance and Development, Inc.
- Donna Girardot, Wilmington Regional Association of Realtors
- Bill Gladstone, BB&T
- Kaye Graybeal, City of Wilmington Planning Division
- John Hatton, Wilmington Housing Authority
- Don Hessenflow, Good Shepherd Ministries
- Paul Hicks, Cape Fear Regional Community Development Corporation
- Leigh Jackson, New Hanover County Health Department, Environmental Health
- Terry Jones, AME Zion Housing Development Corporation
- Wayne Jones, North Carolina Department of Environment and Natural Resources
- Carol Mathewson, Multi-Cultural Strategic Planning and Training
- Kathy McDaniel, Harbor Foundation
- Christine McNamee, New Hanover County Department of Social Services
- New Hanover County Human Relations Commission
- Vicky Patton, Wilmington Housing Authority
- Jackie Peoples, Cure AIDS of Wilmington, Inc.
- Lisa Poteat, The Arc of North Carolina
- Jim Pritchett, The Arc of North Carolina
- John Ranalli, Communities that Care
- Linda Rawley, Wilmington Police Department
- Holly Rotalsky, Harbor Foundation
- Monica Shepard, Wilmington Housing Authority
- Linda Smith, AME Zion Housing Development Corporation
- Lynn Smithdeal, New Hanover County Department of Social Services
- David Smithey, New Hanover County Sheriff's Department
- Tom Stich, New Hanover County Health Department
- Angie Thomas, Wilmington Housing Authority
- Walter Vincent, Tri-County Homeless Interagency Council
- Warren Wakeland, Home Builders Association
- Wilmington Housing Coalition (all members)
- Peggy Workman, Wilmington Housing Finance and Development, Inc.
- Mark Zeigler, City of Wilmington Planning Division

In addition to the agency consultations, the city consulted with New Hanover County, an adjacent unit of local government, during the preparation of the Consolidated Plan. The State of North Carolina was notified and sent a copy of the plan.

Information received from the following agencies was also used in the development of the Consolidated Plan.

- AIDS Housing of Washington
- Coastal Horizons Center, Inc.
- National Low Income Housing Coalition
- New Hanover County Department on Aging
- New Hanover County Planning Department
- New Hanover County Public Library
- New Hanover Health Network
- North Carolina Council on Developmental Disabilities
- North Carolina Department of Commerce
- North Carolina Department of Health and Human Services
- North Carolina Division of Aging
- North Carolina Division of Facility Services
- North Carolina Division of Mental Health, Developmental Disabilities, and Substance Abuse Services
- Southeastern Mental Health Center

III. Community Profile Overview

Located on the banks of the Cape Fear River and the inter-coastal waterway in New Hanover County, Wilmington is the cultural, educational and economic center of southeastern North Carolina. Wilmington is New Hanover County's largest town and the county seat. Wilmington has a land area of

54.3 square miles, encompassing over 26% of New Hanover County.

Since it was first chartered in 1739, Wilmington grew as the area became more urbanized. Rapid development resulted in Wilmington annexing adjacent areas in the 1980's and 1990's so it could provide essential services throughout the urbanized area adequately and affordably. According to 2000 census information, Wilmington is a rapidly growing metropolitan area—ranking 14th in the nation in terms of percentage of growth.

IV. Government Structure

Wilmington operates under a council-manager form of government. The city council is the governing board and makes official decisions for the city. The council establishes local tax rates and adopts a budget indicating how the city will spend its money. In addition, it sets policies for municipal services, passes ordinances to regulate behavior and enters into agreements on behalf of Wilmington.

The chief executive for Wilmington is the city manager. Under the council-manager form of government, the manager is responsible for carrying out the council's policies and for running city government. Wilmington's manager is responsible for hiring and firing municipal employees, for coordinating their work, for advising the council on policy issues, for proposing a municipal budget and for reporting to the council on municipal activities. The manager "serves at the pleasure of the council." The manager works closely with the council in developing policies for Wilmington and with city employees to see that city policies are carried out.¹

Notes and References

¹ Whitaker, Gordon P., Local Government in North Carolina, (1993) [On-line] Available:
<http://www.ncmanagers.org>.

Affordable Housing

I. Housing Market Analysis

A. General Market Conditions

1. Population

New Hanover County has had a very rapid population growth since 1980. Wilmington also experienced steady growth from 1940 to 1950. For the next 30 years, however, the city had little or no population growth. Since 1980, Wilmington again experienced a swift population growth due to a combination of steady natural growth and increases through annexation of adjacent land. According to the U.S. Census Bureau, Wilmington's population in 2000 was 75,838. By considering additional annexation that became effective in September 2000 and applying North Carolina's projected natural growth rates for Wilmington, the city's population is estimated to increase to over 97,000 by the year 2010. (See Table 1)

Table 1. Wilmington Population¹

Year	Population	Change
1940	33,407	—
1950	45,043	35%
1960	44,013	-3%
1970	46,169	5%
1980	44,000	-5%
1990	55,530	26%
2000	75,838	37%
2010	97,406	28%

In 1960, more people lived in Wilmington than the rest of the unincorporated county. By the end of the 1990's, the opposite was true—more people lived in the unincorporated county than in the city. The pendulum shifted again with the recent annexations undertaken by Wilmington.

2. Households

While the population of Wilmington and number of households was increasing over the past two decades, the household size (number of persons per household) was declining. (See Table 2) At 2.10 persons per household, the household size for Wilmington is lower than recently projected for the City and lower than the 2.43 persons for New Hanover County as a whole.

Table 2. Households²

Year	Population	Households	Persons per Household
1980	44,000	—	2.45
1990	55,530	23,557	2.26
2000	75,838	34,359	2.10

From 1990 to 2000, the population of Wilmington increased by 37%, but the number of households increased by 46%. Such factors as late marriages, postponement of child bearing, elderly persons living longer and more independent lives, the desire of young adults to establish independence earlier and more single-parent families, continue to create pressure on the housing supply by decreasing the persons per household. The City estimates, however, that increasing housing costs will likely result in a slowdown of the declining household size.

3. Minority Composition

Table 3 shows the racial composition of Wilmington from 1980 to 2000. Since 1980, Wilmington experienced a steady growth in its white population with only modest increases of African Americans, which accounted for 26% of the population in 2000. While Wilmington shows a trend towards an increasing white population, part of this increase is likely due to the large

Affordable Housing

number of people recently annexed into the city from the suburbs.

Table 3. Population by Race³

Race	1980	1990	2000
White	26,468	36,059	53,516
Black	17,264	18,815	19,579
Hispanic*	435	477	1,991
Other	268	656	752

*Persons of Hispanic origin may be of any race.

The most dramatic growth was among Hispanics (of any race) with a 317% increase between 1990 and 2000 and those of other races with a 145% increase between 1980 and 1990. While the growth in these groups was significant, they continue to represent a very small portion of Wilmington's total population.

Minority households tend to be clustered in the downtown area and along Wilmington's major thoroughfares. Map 1 in Appendix D shows the percent of minority households in Wilmington. Higher concentrations of minority households are found in downtown, along Carolina Beach Road to the south and along Market Street Road and College Road to the North.

4. Unemployment Rates

Unemployment rates for the City of Wilmington ranged from a low of 3.7% to a high of 8.9% between 1985 and 2000. Historically, Wilmington has had higher unemployment than the surrounding county and the state as a whole. The unemployment rate for Wilmington was consistently about 1% to 1.5% higher than for the County and 0.5% to almost 4% higher than the State of North Carolina. (See Table 4)

Since the highest periods of unemployment in the early 1990's, the rates dropped

significantly. In 2000, the unemployment rates were low at 3.5% for New Hanover County and 4.3% for Wilmington. As the unemployment rates dropped, the spread between rates for the city, county and state also narrowed significantly. (See Figure 1)

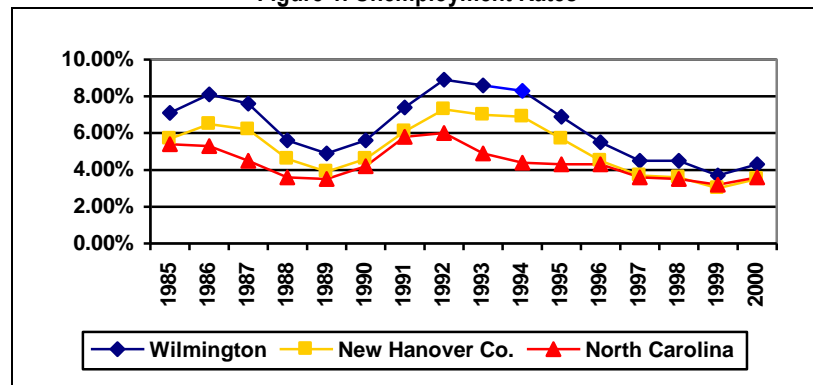
Although unemployment rates have dropped throughout the 1990's, city staff points to area under-employment as a lasting issue. Increasing tourism in Wilmington results in more jobs that are available but many are low-skill, low-paying jobs.

Table 4. Unemployment Rates⁴

Year	Wilmington	New Hanover Co.	North Carolina
1985	7.1%	5.7%	5.4%
1986	8.1%	6.5%	5.3%
1987	7.6%	6.2%	4.5%
1988	5.6%	4.6%	3.6%
1989	4.9%	3.9%	3.5%
1990	5.6%	4.6%	4.2%
1991	7.4%	6.1%	5.8%
1992	8.9%	7.3%	6.0%
1993	8.6%	7.0%	4.9%
1994	8.3%	6.9%	4.4%
1995	6.9%	5.7%	4.3%
1996	5.5%	4.5%	4.3%
1997	4.5%	3.7%	3.6%
1998	4.5%	3.6%	3.5%
1999	3.7%	3.0%	3.2%
2000	4.3%	3.5%	3.6%

Despite declining unemployment rates in the city, much of the recent business development took place in the suburbs, outside of

Figure 1. Unemployment Rates



downtown Wilmington. This added to the difficulty encountered by many unemployed persons obtaining work due to the distance between residence and jobs and results in Wilmington's unemployment rate continuing to exceed that of New Hanover County.⁵

Map 2 in Appendix D shows the unemployment rates throughout Wilmington. Higher concentrations of unemployment are found in the downtown area and along the city's major thoroughfares—including Carolina Beach Road, Market Street Road and College Road.

5. Median Household Income

The median family income for the Wilmington Metropolitan Statistical Area (MSA) steadily increased each year, as shown in Table 5 below, with the sharpest increase in 1999. Since 1996, the median family income increased 20.4%.

**Table 5. Wilmington MSA
Median Family Income⁶**

Year	Median Household Income	Percent Change
1996	\$38,800	—
1997	40,000	3.2%
1998	41,300	3.3%
1999	44,700	8.2%
2000	45,600	2.0%
2001	46,700	2.4%

While median incomes are rising in the Wilmington MSA, many households with higher incomes are located in the nearby resort communities. As can be seen in Map 3 in Appendix D, low- and moderate-income areas tend to be found on the west side of the city, including the downtown area, along the Cape Fear River and on the north side at the intersection of Market Street Road and College Road.

The City estimates that median incomes for households in Wilmington are significantly

lower than for the MSA as a whole. While 2000 census data are not available concerning households income, according to 1990 data, over 38% of household in Wilmington earned less than \$15,000. The National Board of Realtors reports that the median income for the City of Wilmington is currently only \$24,578, almost one-half of the median for the MSA. Given the income distribution throughout the MSA, many households in the city are still likely to have annual incomes below \$15,000.

A high density of households living in poverty is found in the downtown area and south along Carolina Beach Road. (See Map 4 in Appendix D.) A higher concentration of households in poverty is also located on the north side of the city at Market Street Road and along South College Road.

6. Cost of Living

Wilmington has an overall cost of living of 103.2, which exceeds the national average by slightly more than 3%. As shown in Table 6, the highest cost of living indexes relate to the cost of housing (which is over 12% higher than the national average) and utilities (average cost of heating or cooling a typical residence). The only indexes falling below the national average were for transportation and miscellaneous goods (those goods and services not included in other categories, such as clothing, restaurants, repairs, entertainment and other services).⁷

Table 6. Cost of Living Indexes

Index	Value
Overall	103.2
Housing	112.3
Food and Groceries	102.7
Transportation	86.6
Utilities	108.4
Health Care	101.0
Miscellaneous	97.7

B. Supply and Demand

1. Housing Units⁸

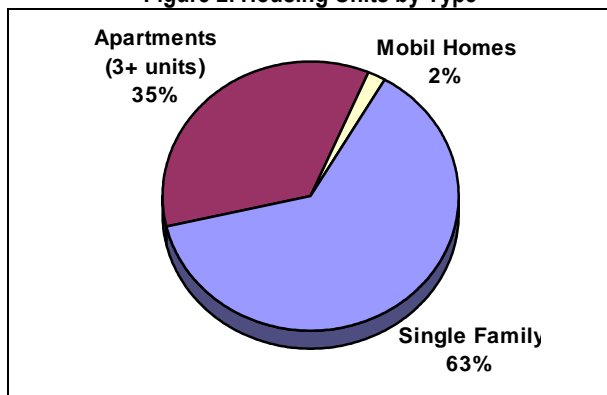
Table 7 shows the projected housing in Wilmington. Between 1997 and 2010, Wilmington expects to add 3,972 new units to its housing stock. It is projected that New Hanover County will experience an even greater increase in housing units with an estimated 27% increase over the same 12-year period. Most of this county growth will be in the urbanizing area surrounding Wilmington.

Table 7. Existing and Projected Housing Units⁹

Year	Number of Units	Change
1990	26,469	—
1997	28,273	7%
2010	32,245	14%

The percentage of housing by type is shown in the following figure. While Wilmington's housing stock is primarily single family, it has a large percentage of apartments. At 35%, the number of apartments far exceeds that of the surrounding area, which has a rate of only 2%. The amount of apartments is expected to increase in the surrounding urbanized county as land becomes more expensive in the city.

Figure 2. Housing Units by Type



2. Housing Tenure

The ratio of owner-occupied and renter-occupied housing to all occupied housing units remained steady between 1990 and 2000. Slightly less than one-half of all occupied housing units are owner-occupied and just over one-half are renter-occupied. Likewise, the overall vacancy rate for all housing units (including homeowner, rental and seasonal, recreational or occasional use) remained steady at about 11% over the same period.

Table 8. Housing Tenure¹⁰

Year	1990	2000
Owner-Occupied	11,099	16,702
Renter-Occupied	12,458	17,657
Vacant	2,912	3,419
Homeowner Vacancy	1.8%	3.6%
Rental Vacancy	9.2%	11.0%

Individually, homeowner and rental vacancy rates increased and both are above the average for North Carolina of 2.0% for homeowner and 8.8% for rental. This may be the result of a high student population attending the University of North Carolina at Wilmington as well as the Cape Fear Community College, Miller-Motte Business College and Shaw University satellite campus. According to 2000 census data, 17.2% of Wilmington's population is between the ages of 18 and 24. According to city staff, a lack of dormitories that are available at the university causes many students to seek other housing alternatives—typically rental housing. This would produce higher vacancies as the student housing would result in higher annual turnover.

Homeowners are more prevalent in the southern and eastern portions of the city. (Refer to Map 5 in Appendix D.) A higher predominance of renters tends to be found in the downtown area and along the city's northern corridor.

3. Age of Housing

According to 1990 census¹¹ data, the City of Wilmington had 4,312 dwellings constructed before 1940, over 16% of the total housing stock. The economic impact of historic preservation (for both residential and commercial buildings) in Wilmington is significant. Historic rehabilitation of these older buildings contributed to the revitalization of the downtown area. In the downtown area, the renovation of historic properties led to an increase in property and housing values. The rebounding downtown is pushing up tax values and forcing out some of the poorer residents. This poses the challenge of retaining affordable housing for some of the existing residents.¹²

Historic designations within the city continue to increase. Because of the historic designations, properties to be renovated must meet historic standards and often contain lead-based paint. Both of these conditions can substantially increase the cost to rehabilitate properties in the city. Low-income and elderly households tend to be concentrated in the historic areas of Wilmington and are less likely to be able to afford to undertake this scope of rehabilitation. This leads to households either being displaced or living in substandard conditions. Map 3 in Appendix D shows the low- and moderate-income areas in Wilmington in relationship to the historic areas.

Over one-half of Wilmington's housing units were built between 1960 and 1990. This, coupled with a projected increase in housing units of 14% between 1997 and 2010, indicates a more recent trend towards new housing stock in the city. (See Table 9)

Table 9. Age of Housing (1990)¹³

Year Built	Housing Units	Percent of Total
1980 to 1990*	5,026	19.0%
1970 to 1979	5,110	19.3%
1960 to 1969	3,838	14.5%
1950 to 1959	3,803	14.4%
1940 to 1949	4,380	16.5%
Before 1940	4,312	16.3%
Total	26,469	

* From 1980 to March 1990

4. Housing Costs

a) Owner-Occupied Housing

According to the National Board of Realtors, the average price for a three-bedroom house in Wilmington is \$155,433. The Wilmington Board of Realtors indicates that the average sales price is lower for homes in the Wilmington area (excluding the nearby resort communities and other areas of the county). According to data available from the multiple listing service the average sales price was \$118,919 in 2000 and \$125,327 in 2001 (representing a 5% increase).

Based on a study in 1997 by the City of Wilmington, the cost of purchasing a home in the city is less expensive than in the nearby resort communities found on the sound and beach areas. Despite this concentration of higher priced housing in the resort communities, the whole area experienced a rapid rise in house prices since 1990. The city's study notes that increases in wages failed to keep pace with the increases in housing costs. Comparing 1990 median housing values from the U.S. Census Bureau and 1997 sales costs of housing, the cost of housing increased 59%. At the same time, average wages remained steady, especially in the City of Wilmington. This raises concerns about the affordability of buying a home for many families in Wilmington.

b) Rental Housing

In the Wilmington MSA, fair market rents continued to rise steadily since 1996 as

Affordable Housing

shown in Table 10. In 2000, an extremely low-income household (earning 30% or less of the area median income of \$45,600) could afford monthly rent of no more than \$342, while the fair market rent for a two-bedroom apartment was \$605.

Table 10. Fair Market Rents in the Wilmington MSA¹⁴

Year	Number of Bedrooms				
	0	1	2	3	4
1996	\$369	\$406	\$497	\$680	\$811
1997	380	418	512	700	835
1998	438	482	590	807	962
1999	447	491	602	823	981
2000	450	494	605	828	987
2001	458	502	615	842	1,004

Due to the continued increase in rents each year and household incomes that remained steady, low- and moderate-income families are increasingly paying more of their income for housing.

The estimated annual household income of renters (\$25,947) was much lower than overall median income in the Wilmington MSA. A household earning up to 50% of the estimated renter household income could only afford monthly rent of \$324. (See Table 11) There is a large gap between fair market rents in the Wilmington area and the amount lower income households can afford.¹⁵

Table 11. Affordable Housing Costs Based on Estimated Renter Household Income in the Wilmington MSA

2000 Estimated Renter Household Income	Maximum Affordable Monthly Housing Costs by Percentage of Household Area Median Income			
	30%	50%	80%	100%
\$25,947	\$195	\$324	\$519	\$649

5. Housing Condition

According to 1990 census data, less than 1% of the housing units in Wilmington lack complete plumbing or kitchen facilities. Although a small percentage of units lack these facilities, 90% are renter occupied and

low-income families occupy them all. To address the problem of a lack of complete facilities and other code issues related to substandard housing, Wilmington has a Code Enforcement section. The section, among other things, enforces ordinances related to seven different codes, including minimum housing codes and abandoned structures.

C. Supply and Demand for Public and Assisted Housing

Public housing—established to provide decent and safe rental housing for eligible low-income families, the elderly and persons with disabilities—includes federally subsidized affordable housing owned and operated by the local public housing authority. The public housing authority also administers the federal Section 8 tenant-based rent subsidy program, which assists very low-income families in paying rent for privately owned housing units of their choice. In addition, by using other federal and local programs, the City of Wilmington is attempting to encourage the development and rehabilitation of other assisted affordable housing for its low- and moderate-income citizens.

1. Public Housing Programs

The Wilmington Housing Authority assists approximately 2,988 households through its conventional public housing program and leased housing (Section 8) program. These programs assist low- and moderate-income families obtain affordable housing. The elderly, disabled persons, homeless and victims of domestic violence are also targeted populations.

a) Conventional Public Housing Program

This program provides quality, safe, affordable housing for very low-, low- and moderate-income families. Not only does this

program assist in the improvement of current housing situations it also serves as a steppingstone for upward mobility. There are eight conventional public housing communities located throughout the City of Wilmington. These communities provide 1,416 dwelling units. (A list of conventional public housing communities is included in Table 12 below.)

b) Section 8 Tenant-Based Assistance

This is a rent subsidy program designed to assist very low-income families in paying rent for private housing units of their choice, not owned by the Wilmington Housing Authority. The Wilmington Housing Authority is currently assisting 1,572 families through this program.

Applicants include very low- to median-income families and eligible elderly, handicapped or disabled persons. Section 8 program participants use vouchers for housing units that fall within certain rent levels and were inspected by a Section 8 inspector, which assures compliance with U.S. Department of Housing and Urban Development's Housing Quality Standards.

The Southeastern Mental Health Center in Wilmington maintains lists of various housing resources from emergency overnight shelters to permanent housing in rental

apartments. As of October 23, 2001, the center identified 15 properties whose landlords were accepting Section 8 vouchers. There were 22 total units available consisting mostly of a mix of two- and three-bedroom apartments and houses (including mobile homes).

Table 13. Section 8 List¹⁶

Unit Size	Number of Units
One Bedroom	1
Two Bedrooms	11
Three Bedrooms	9
Four Bedrooms	0
Five Bedrooms	1
Total	22

c) Homeownership Opportunity Program

The Homeownership Opportunity Program (Turnkey III) used a lease-purchase arrangement to sell homes to low- and moderate-income families. The Wilmington Housing Authority developed and sold 200 homes—known as Creekwood North—under this program. The housing authority owned the housing units. During the lease period, families made “mortgage” payments based on their income and maintained their own occupancy. When the family was able, it obtained permanent financing and purchased the home from the housing authority.

Table 12. Conventional Public Housing Communities

Community	Units by Bedroom Size						Number of Units
	0	1	2	3	4	5	
Charles T. Nesbitt Courts*	●	●	●	●			261
Robert R. Taylor Homes†	●	●	●	●			276
Dr. W. Houston Moore Terrace			●	●	●		150
Hillcrest‡	●	●	●	●			256
Harry M. Solomon Towers	●	●					151
Creekwood South			●	●	●	●	199
Rankin Place Terrace			●	●	●	●	80
Vesta Village			●	●	●	●	43
* 45 units reserved for the elderly							
†30 units reserved for the elderly							
‡40 units reserved for the elderly							

2. Waiting Lists

a) Public Housing Waiting List

The Wilmington Housing Authority maintains waiting lists for its housing programs. According to an analysis completed in October 2001, the public housing waiting list contains 186 families. Key characteristics of the waiting list include the following:

Affordable Housing

- Most of the families (83%) are headed by an elderly person
- Twenty-nine percent of the families include a person with a disability
- Only 9% of the families have children
- An overwhelming majority of the families (86%) are African American
- Almost three-quarters of the families have extremely low income (annual income below 30% of the area median)
- Almost one-half of the families need a one-bedroom unit, 36% needed a two-bedroom unit and 12% needed a three-bedroom unit

Table 14. Public Housing Waiting List

Characteristics		Families
Race/Ethnicity	White	25
	Black	159
	Other	1
Family Income	Extremely Low	134
	Very Low	42
	Low	9
Unit Size	1 Bedroom	87
	2 Bedroom	66
	3 Bedroom	22

b) Section 8 Waiting List

According to an analysis completed by the public housing authority in October 2001, the Section 8 tenant-based assistance waiting list contains 859 families. Key characteristics of the waiting list include the following:

- Over one-half of the families headed by an elderly person
- Almost one-third of the families include a person with a disability
- Over 70% of the families have children
- An overwhelming majority of the families (75%) are African American
- Over three-quarters of the families have extremely low income (annual income below 30% of the area median)

Table 15. Section 8 Waiting List

Characteristics		Families
Race/Ethnicity	White	205
	Black	646
	Other	8
Family Income	Extremely Low	651
	Very Low	184
	Low	5

3. Other Public Housing Authority Initiatives

a) HOPE VI

In 1996, the Wilmington Housing Authority received an \$11.6 million HOPE VI grant from HUD to help address Wilmington's housing needs through affordable rental housing and homeownership opportunities. The revitalization plan for Robert S. Jervay Place includes the demolition and redevelopment, in three phases over four years, of 190 affordable rental, lease-purchase and owner-occupied housing units. Phase I includes the construction of 12 homeownership units and two lease-purchase units. In Phase II, the housing authority will construct 60 rental units on site and 40 rental units off-site. Phase III will consist of 44 homeownership and lease-purchase units on-site and 32 homeownership and lease-purchase units off-site.

When completed, 71% of the rental housing will be reserved for public housing residents receiving operating assistance from the Wilmington Housing Authority. The remaining apartments will be rented to households with annual incomes of 60% or less of the area median. About one-third of the lease-purchase units will be affordable to households with annual incomes of 40% or less of the area median, one-third for households with annual incomes between 40% and 60% of the area median and the remainder for households with annual incomes up to 100% of the area median.

b) Homeownership Program

HUD permits the use of Section 8 voucher assistance for homeownership purposes. Under the new regulations, the Wilmington Housing Authority plans to allow Section 8 voucher holders to use the federal assistance to purchase a home. Up to 25 families will be eligible to participate in the program. To be eligible, families must have completed an initial Section 8 lease term, not owe the housing authority any funds and meet general eligibility guidelines related to the following:

- Status as first-time homebuyer
- Minimum income
- Employment history
- Down payment

c) Community Services

The Wilmington Housing Authority assists public housing residents and families receiving Section 8 tenant-based assistance to achieve economic and social self-sufficiency. The agency offers 93 services and programs related to family self-sufficiency, resident services, recreation and management. In addition, 10 housing units have been taken offline in six of the public housing developments to provide space for self-sufficiency services and/or anti-drug programs.

4. WHA Strategic Plan

The Wilmington Housing Authority has prioritized its housing needs and established a series of goals and objectives to ensure clear direction of its operations. See Table 16

for the housing needs prioritization the housing authority completed as part of the consolidated planning process. Goals and objectives are taken from their strategic plan covering the period 2000 through 2004. The strategy addresses 18 goals related to equal opportunity, housing availability, fiscal responsibility, maintenance, management, marketing, public image, security, supportive services and tenant-based housing issues.

The goals identified in the strategic plan are the following:

- Use tenant-based assistance program to expand housing opportunities beyond areas of traditional low-income and minority concentration
- Operate the housing authority in full compliance with all equal opportunity and affirmative action laws and regulations and to ensure fair, equal treatment of all applicants, residents, tenant-based participants, employees and vendors
- Assist the community with increasing the availability of affordable, suitable housing for very low-income families
- Ensure full compliance with all applica-

**Table 16. Priority Public Housing Needs
(HUD Table 4)**

Housing Need Category		Priority Need Level	Estimated Dollars to Address
Restoration and Revitalization	Capital Improvement	High	\$2,500,000*
	Modernization	High	1,600,000*
	Rehabilitation	High	500,000*
	Other: New Construction	High	20,000,000†
Management and Operations		—	—
Improved Living Environment	Neighborhood Revitalization (non-capital)	—	—
	Capital Improvements	—	—
	Safety, Crime Prevention, Drug Elimination	High	350,000
Economic Opportunity	Other: Youth Woodworking Program	High	60,000
	Resident Services, Family Self-Sufficiency	High	1,150,000
Total			\$26,160,000
* 2002			
† 2002-2004			

ble standards and regulations including applicable accounting practices

- Reduce dependency on federal funding
- Increase outside funding sources for housing and resident opportunities
- Maintain public housing developments in a decent condition to meet the Housing Quality Standards as set forth by HUD or better
- Deliver timely and high quality maintenance service to the residents who reside in public housing developments
- Be a high performer, as defined by HUD
- Maintain the housing authority in full compliance with applicable statutes and regulations
- Enhance the marketability of public housing units
- Make public housing the affordable housing choice for the very low-income residents in the community
- Enhance the image of public housing in the community
- Provide a safe and secure environment in all public housing developments
- Improve resident and community perception of safety and security in public housing
- Improve access that public housing residents have to services that support economic opportunity and quality of life

- Improve economic opportunity (self-sufficiency) for families and individuals that reside in public housing and assist them in meeting their individual goals
- Expand the range and quality of housing choices available to participants in the tenant-based assistance program

The Wilmington Housing Authority went through a period of transition in 2001 when it lost several key staff including its executive director. During most of the year, the housing authority operated with an interim director. While the agency continued to work towards meeting its goals and objectives in 2001, it will likely revise the strategic plan in 2002 under the leadership of its new executive director.

5. Condition of Public Housing Units

Based on an evaluation of its public housing units, the housing authority has identified its needs for capital improvements over the next five years. The housing authority has prioritized its needs and established a long-term schedule for improving its housing stock. A summary of the scope of work and estimated costs to address is included in Table 17.

housing in the City of Wilmington with project-based assistance.¹⁷

6. Other Assisted Housing

Other resources available in Wilmington to provide affordable housing options include the following federal, state and local programs.

a) **Project-Based Section 8 Assistance**

In addition to the Section 8 tenant-based assistance program administered by the Wilmington Housing Authority, rental assistance under the Section 8 program can also be project-based. The assistance is provided directly from the U.S. Department of Housing and Urban Development to project owners that rent apartments to qualifying tenants. Table 18 lists Section 8

Table 18. Section 8 Properties in Wilmington

Property Name	Number of Bedrooms		
	1	2	3+
Cape Fear Hotel Apartments	●		
Glover Plaza	●	●	
Hadden Hall II	●		
Hanover Gardens	●	●	●
Market North		●	●
University Place	●	●	
New Hanover Co. Group Home*	—	—	—
AHEPA 408 Apartments	●		
* Number of bedrooms is not applicable for a group home living arrangement.			

Table 17. Public Housing Capital Improvement Schedule

Development	Description of Work	Cost Estimate by Year				
		2002	2003	2004	2005	2006
Nesbitt Courts	Patch and paint walls; repair boilers and steam lines; replace storm doors, repair flooring	\$70,000	\$60,000	\$60,000	—	\$333,246
Taylor Homes	Handicapped accessibility; site work and landscaping; renovate baths and kitchens; replace heating; repair gas lines; asbestos and lead hazard abatement	\$680,050	\$947,571	—	—	\$245,000
Houston Moore	Landscaping; site work	\$35,000	—	—	—	\$40,000
Hillcrest Apartments	Patch and paint walls; replace hot water heaters; paint exterior	\$45,000	\$50,000	\$40,000	—	\$125,000
Solomon Towers	Asbestos abatement; replace kitchen cabinets	\$151,662	\$123,765	—	\$398,345	\$86,000
Creekwood South	Electric upgrade; replace stoves; site work and landscaping; replace heating and air conditioning	\$304,500	—	\$50,002	—	\$310,000
Rankin Terrace	Site work and landscaping; handicapped accessibility; asbestos abatement; extermination; renovate baths and kitchens; sewer improvement; general improvements; replace windows; replace stoves; install siding	—	—	\$651,220	\$1,052,867	\$167,461
Vesta Village	Site work and landscaping; asbestos abatement; extermination; renovate baths and kitchens; sewer improvement; general improvements; replace windows; replace stoves; install siding	—	\$225,876	\$664,990	—	\$85,604
Elderly Annexes	Replace roofs and gutters; patch and paint walls	\$100,000	\$20,000	\$20,000	—	\$20,000

b) Federal Housing Administration (FHA) Programs**(1) Section 221(d)(3) Mortgage Insurance Program**

The Section 221(d)(3) Mortgage Insurance Program insures project mortgages to help finance the construction or substantial rehabilitation of multifamily (five or more units) rental or cooperative housing for low- and moderate-income families. HUD insures 221(d)(3) costs at the rate of 100% for non-profit and cooperative mortgages. Section 221(d)(3) mortgages may be obtained by public agencies, nonprofit, limited dividend or cooperative organizations and private builders or investors who sell completed projects to such organizations. The HUD area office in Greensboro is the administering agency for the 221(d)(3) Mortgage Insurance Program.

(2) Sections 202 and 811 Housing Programs

The Section 202 Supportive Housing for Elderly and Section 811 Supportive Housing for Persons with Disabilities programs allow long-term direct loans to private non-profit sponsors, such as religious groups or agencies for the handicapped, to finance rental or cooperative housing facilities for the elderly or disabled. Households of one or more persons, the head of which is at least 62 years old or is disabled, are eligible for this assisted housing.

c) State of North Carolina

The North Carolina Housing Finance Agency finances affordable homes and apartments for North Carolina citizens. The agency operates federal and state housing programs including the Mortgage Revenue Bond Program, Low-Income Housing Tax Credit Program and North Carolina Housing Trust Fund. Using these and other sources of funds, including earnings, the agency provides a variety of services ranging from low-cost mortgages for first-time homebuy-

ers to helping local governments, nonprofit organizations and private owners develop affordable homes and apartments.

The agency's first-time homebuyer programs assist households with annual income of 80% or less of the area median by providing mortgage loans and mortgage credit certificates. The agency also provides loans to local governments and nonprofit organizations for the purchase of newly constructed, rehabilitated or existing homes. Other housing rehabilitation programs for owner-occupied housing includes the following:

- Single Family Rehabilitation Program (deferred loans to local governments, regional agencies and nonprofit organizations to rehabilitate homes in distressed areas)
- Urgent Repair Program (financing to local governments, regional agencies and nonprofit organizations to correct housing conditions that pose a health or safety threat to homeowners below 50% of area median income)
- Duke Home Energy Loan Program (loans local governments, regional agencies and nonprofit organizations to reduce energy costs to homeowners below 80% of area median income)
- Lead Abatement Partnership (variety of resources to identify and eliminate lead paint hazards in homes with lead-poisoned children)

The agency's multifamily financing programs offer three primary resources to help finance the production of quality affordable rental housing for low- and moderate-income households across the state. These include the federal low-income housing tax credit, state low-income housing tax credit and below-market-rate loans. The agency did not provide financing for any projects in

Wilmington during 2000. The following two projects approved for financing in 2001 are located in Wilmington and will provide 132 affordable apartments for families and the elderly

- Robert S. Jervay Place
- Carolina Green Estates

Other rental housing programs offered by the North Carolina Housing Finance Agency, include the following:

- Catalyst Rental Program (predevelopment loans to nonprofit organizations)
- Housing LINC Loan Funds (predevelopment loans for assisted living for the elderly)
- Assisted Independent Living Program (training and consultation services)

d) City of Wilmington

The Wilmington Department of Development Services operates several housing finance programs that help to improve housing opportunities and conditions within the city. These programs are designed to assist low- and moderate-income families and individuals by providing flexible financing to developers or households.

(1) Homeowner Rehabilitation Loans

Under a direct loan program, the city offers loans for home rehabilitation to low- and moderate-income homeowners. Borrowers must have owned their home for at least one year and occupy it as their personal residence. All loan repayments are based on the ability of the borrower to repay the debt; however, after 20 years, any outstanding loan amount is due and payable as a balloon payment. After reviewing qualifications, the homeowner selects a private building contractor to make the repairs. The city offers free technical assistance to the home-

owner by preparing a detailed list of the repair work and monitoring the construction.

(2) Emergency Repair Grants

The city makes emergency repair grants available to low-income elderly or disabled homeowners to correct serious problems that pose an immediate health and/or safety threat. Grants of up to \$7,500 are available to eligible homeowners. Because of the emergency nature of the repairs, bids are obtained through an informal process; although every attempt is made of obtaining at least two bids.

(3) Home Ownership Loans

The Home Ownership Pool (HOP) program provides low- and moderate-income homebuyers special financing to purchase a home in the City of Wilmington. Participating banks provide 30-year first mortgages at the market interest rate and the city provides an interest-free second mortgage for 30% or 40% of the total borrowed. This arrangement makes it possible for many people to purchase a home with a monthly payment not much greater than the monthly rent for an apartment. Homebuyers may purchase an older home and finance renovations or improvements to the house. Depending on total household income and the availability of funds, some borrowers may be required to purchase a home in a designated area of the city or purchase a house in need of repair. Applicants should have a stable income, good credit and sufficient savings to cover closing costs. If the buyer does not continuously occupy the house during the first five years after the purchase, the city requires payment of lost interest on its loan.

(4) Rental Rehabilitation Loans

Owners of rental housing may qualify for matching loans up to \$11,000 to cover repairs and improvements under the Rental Rehabilitation Program. City loans must be

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matched with private funds. For example, if the owner intends to spend \$18,000 improving a house, the city would lend \$9,000. In most cases, the interest rate is fixed at 3.00% with repayment over 15 years. The city loan may be in a second mortgage position if the private matching funds are borrowed from another lender. The purpose of this program is to increase the availability of housing for low-income residents.

(5) Lead-Based Paint

Complying with federal regulations to address lead-based paint hazards can make the cost of rehabilitating older homes too expensive. To help rehabilitate homes with lead hazards, the city provides grants to homeowners (that are receiving homeowner rehabilitation loans) for the removal of lead-based paint from buildings constructed before 1978.

(6) Historic District Special Needs

The city assists with the preservation of historic structures by providing grants for the improvement of single-family homes. The amount of the grant covers the difference between the cost of rehabilitating the home and historic preservation requirements. This helps ensure that low- and moderate-income homeowners have the opportunity to make improvements related to historic preservation.

(7) Community Housing Development Organizations

The City of Wilmington has three certified Community Housing Development Organizations (CHDO) that develop affordable housing under the HOME program. CHDO's are private, nonprofit, community-based service organizations that develop affordable housing for the communities they serve. The three CHDO's currently certified in Wilmington are:

- Cape Fear Community Development Corporation
- Harbor Foundation
- Wilmington AME Zion Housing Development Corporation

II. Housing Needs Assessment

A. Overall Needs

A large percentage of low-income households in Wilmington experience one or more housing problems as shown in Table 19 below. Households with housing problems are those households occupying units that contain more than one person per room and/or that pay more than 30% of their income to cover housing expenses.

Table 19. Low-Income Households* with Housing Problems (1990)¹⁸

	Renter-Occupied		Owner-Occupied	
	Households with Problems	Percent of Low-Income Households	Households with Problems	Percent of Low-Income Households
Any Housing Problem	5,291	62.3%	1,702	42.9%
30% or Greater Cost Burden	5,069	59.7%	1,643	41.4%
50% or Greater Cost Burden	2,618	30.8%	687	17.3%
Overcrowded	337	4.0%	99	2.5%
* Households with annual incomes of 80% or less of the area median.				

Overall, renters encounter significantly more problems than owners do. Almost two-thirds of low-income renters experience one or more housing problems, compared to 43% of low-income owners. Almost 60% of low-income renters are paying more than 30% of their income to cover housing expenses and almost one-third are paying more than 50%. Of the low-income owner-occupied households, 41.4% are 30% or more cost bur-

Table 20. Low-Income Households in Wilmington (1990) ²⁰
(HUD Table 1C)

Household by Type, Income and Housing Problem		Renters					Owners			Total Households
		Elderly*	Small Related†	Large Related‡	All Other Households	Total Renters	Elderly	All Other Owners	Total Owners	
Income of 50% or Less of Median	Total Households	1,377	2,102	400	2,029	5,908	1,596	684	2,280	8,188
Income of 30% or Less of Median	Total Households	894	1,281	260	1,401	3,836	812	334	1,146	4,982
	Percent with Any Housing Problems	48%	67%	68%	87%	70%	70%	69%	70%	70%
	Percent with Cost Burden Over 30%	48%	64%	58%	87%	68%	70%	67%	69%	68%
	Percent with Cost Burden Over 50%	31%	49%	41%	76%	54%	32%	49%	37%	50%
Income Between 31% and 50% of Median	Total Households	483	821	140	628	2,072	784	350	1,134	3,206
	Percent with Any Housing Problems	53%	71%	82%	86%	72%	33%	58%	41%	61%
	Percent with Cost Burden Over 30%	53%	69%	54%	86%	69%	33%	55%	40%	59%
	Percent with Cost Burden Over 50%	20%	20%	11%	35%	24%	13%	20%	15%	21%
Income Between 51% and 80% of Median	Total Households	325	1,013	260	986	2,584	828	861	1,689	4,273
	Percent with Any Housing Problems	53%	31%	48%	52%	43%	11%	41%	26%	36%
	Percent with Cost Burden Over 30%	53%	29%	22%	51%	39%	11%	36%	23%	33%
	Percent with Cost Burden Over 50%	6%	2%	0%	1%	2%	2%	9%	5%	3%
* One- and two-member households. † Two- to four-member households. ‡ Five or more member households.										

dened and 17.3% are over 50% cost burdened.

In Wilmington, there are 2,680 renter households earning less than 30% of the median area income who also have housing problems. Of these households, 1,225 are single non-elderly, 853 are small families, 425 are elderly and 177 are large families.¹⁹

1. Extremely Low-Income Households

Extremely low-income households are households earning 30% or less of the area median household income (adjusted for family size). Given the area median household income for Wilmington in 2001 of \$46,700, households earning \$14,010 or less annually are considered extremely low-income. Based on 1990 census data (See

Table 20), some important characteristics of this segment of the population include the following.

a) Renters

Almost 70% of small related and large related households experience one or more housing problems. Among renters, 64% of small related households experience a cost burden greater than 30% and 49% have a cost burden greater than 50%.

b) Owners

Among both owners and renters, 70% experience one or more housing problems and nearly 70% experience a cost burden greater than 30%. Only 37% of owners versus 54% of renters experience a cost burden of more than 50%.

2. Very Low-Income Households

Very low-income households are households earning between 31% and 50% of the area median household income (adjusted for family size). Given the area median household income for Wilmington in 2001 of \$46,700, households earning between \$14,010 and \$23,000 annually are considered very low-income. Based on 1990 census data (See Table 20), some important characteristics of this segment of the population include the following.

a) Renters

Among those households experiencing one or more housing problems, 82% were large related and 71% small related households. Almost 70% of small related households experience a cost burden greater than 30%.

b) Owners

Only 41% of owners versus 72% of renters experience one or more housing problems and 40% of owners versus 69% of renters experience a cost burden of more than 30%.

3. Low- and Moderate-Income Households

Low- and moderate-income households are those earning between 51% and 80% of the area median household income (adjusted for family size). Given the area median household income for Wilmington in 2001 of \$46,700, households earning between \$23,000 and \$37,360 per year are considered low-income. Based on 1990 census data (See Table 20), some important characteristics of this segment of the population include the following.

a) Renters

Fifty-three percent of elderly households experience one or more housing problems—a higher percentage than any other category of renter. In addition, 53% of elderly households experience a cost burden greater than 30%.

b) Owners

Twenty-six percent of owners versus 43% of renters experience one or more housing problems. Likewise, only 23% of owners versus 39% of renters experience a cost burden of more than 30%. Conversely, 5% of owners versus 2% of renters experience a cost burden of more than 50%.

B. Disproportionate Needs

Information from the 1990 census was analyzed to identify the extent to which any racial or ethnic group may have a disproportionately higher need compared to the housing needs of all groups in the City of Wilmington. The U.S. Department of Housing and Urban Development considers that a “disproportionately greater need exists when the percentage of persons in a category is at least ten percentage points higher than the percentage of persons in the category as a whole.”

Table 21. Households with Housing Problems (1990)²¹

Category	Renter-Occupied		Owner-Occupied		Total	
	Households	Percent of Total	Households	Percent of Total	Households	Percent of total
White	3,171	41.6%	1,530	18.2%	4,701	29.3%
Black	2,136	47.0%	762	31.4%	2,898	41.6%
Hispanic	41	42.3%	6	31.6%	47	40.5%
Other	84	52.2%	14	14.0%	98	37.5%
Total	5,432	43.7%	2,312	21.1%	7,744	33.1%

As can be seen from Table 21, no category of renter experienced a disproportionately higher percentage of housing problems than other groups. For owner-occupied housing, African American and Hispanic households experienced a disproportionately higher percentage of housing problems than whites and other minorities. Overall, no groups experienced a disproportionately higher percentage of housing problems in Wilmington.

The city became aware of a growing Hispanic population in Wilmington during the past decade, which is confirmed with recent census data. In 1990, the Hispanic population consisted of 47 persons. Within 10 years, the population grew to 1,991 persons. Wilmington already began outreach efforts to this population, which it will continue to expand to meet the needs of this growing population.

C. Supportive Housing for Non-Homeless Persons with Special Needs

In examining supportive housing for persons with special needs, Wilmington considered the needs of the elderly, persons with disabilities (including mental, physical and developmental), alcohol and substance abusers and persons with HIV/AIDS. A

discussion of the housing needs for these subpopulations follows.

1. Elderly and Frail Elderly Persons

While the number of elderly persons living in Wilmington increased between 1990 and 2000, the percentage of elderly to the total population remained relatively constant as shown in Table 22. Based on 1990 census data, 15.9% of the population was 65 and over. By 2000, the percentage of those 65 and over dropped slightly to 15.4% while the percentage of persons 85 and over increased from 1.4% to 1.9%. The largest growing segment of the population is persons between 45 to 65 years old, which will likely result in increases in the elderly population during the next decade.

Table 22. Elderly Households²²

Age Group	1990		2000	
	Persons	Percent	Persons	Percent
0 to 17	12,106	21.8%	13,942	18.4%
18 to 44	24,893	44.8%	34,627	45.6%
45 to 65	9,709	17.5%	15,632	20.6%
65 to 84	8,027	14.5%	10,232	13.5%
85 and over	795	1.4%	1,405	1.9%
Total	55,530	100.0%	75,838	100.0%

A large percentage of elderly households are low-income and a significant portion of these households experience one or more housing problems. Based on 1990 census data, almost two-thirds of the elderly population was low-income (having annual incomes below 80% of the area median). Of these low-income elderly households, 43% experience housing problems. Housing problems are most evident for both renters and owners among extremely low-income households (those with annual incomes of 30% or less of the area median). The greatest housing problem is with elderly households that pay more than 30% of their annual income for housing expenses. While a high percentage of the elderly are low-

income and experience housing problems, these problems are most evident among renters. Of 32% elderly renter households, over 80% of the renters are low-income and one-half of these low-income renter households experience housing problems. While these statistics show a need for affordable housing among the low-income elderly, the percentage of low-income elderly is small compared to the total population. Low-income elderly households experiencing any housing problems represented only 3.2% of the total population in 1990.²³

The North Carolina Division of Aging reports that many housing developments for the elderly continue to have waiting lists, especially affordable and subsidized housing.²⁴ Decent and affordable housing is a major concern for this population that finds it medically beneficial to remain in a familiar and comfortable setting. A strong emphasis is placed on the elderly maintaining an independent to semi-independent lifestyle. The housing needs for the elderly center around having close, convenient and immediate access to recreational, medical and social service resources.

The types of housing for the elderly and frail elderly vary depending on the special features and/or services required to meet the needs of older residents. Factors that must be considered in developing housing for the elderly include location, services and amenities, nearness to health care, shopping and other services, affordability and ease of upkeep. Various categories of housing for the elderly include the following: independent living housing, which includes elderly apartments, congregate housing, multi-unit assisted housing with services, adult communities, retirement communities and shared housing; assisted living, which includes adult care homes, family care

homes and multi-unit assisted housing with services; and nursing homes.

a) Retirement Communities and Independent Living

Retirement communities and independent living include homes, condominiums, apartments, retirement hotels and cooperative housing that provide age-segregated, independent living units and offer personal care services, social activities and limited nursing supervision. Facilities available in Wilmington include the following:²⁵

- Ahepa Apartments
- Brightmore of Wilmington
- Cape Fear Hotel Apartments
- Glover Plaza
- Hadden Hall Apartments
- James Walker Apartments
- Lake Shore Commons
- Plantation Village
- Soloman Tower
- University Place
- William Hooper Apartments

b) Assisted Living

Assisted living, adult care homes or family care homes include senior housing arrangements that provide some personal care and nursing supervision, medication monitoring, social opportunities, meals and housekeeping. Facilities available in Wilmington include the following:²⁶

- Alterra Clare Bridge of Wilmington
- Cedar Cove at Wilmington
- Champions at Porters Neck
- Eldo Family Care Home
- Fannie Norwood Memorial Home
- Jordan's Family Care Home
- Judge Family Care Home
- Liberty Commons Assisted Living
- Lowe Family Care Home
- Manorhouse of Wilmington

- Sherwood Manor Rest Home
- Spring Arbor of Wilmington

c) Nursing Homes

Nursing homes include skilled nursing facilities, convalescent hospitals, intermediate care facilities and rehabilitation centers for seniors requiring 24-hour medical attention. Facilities available in the Wilmington area include the following:²⁷

- Autumn Care of Myrtle Grove
- Britthaven of North Chase
- Britthaven of Wrightsville
- Cornelia Nixon Davis Health Care Center
- Cypress Pointe Rehabilitation and Health Care Center
- Liberty Commons Nursing and Rehabilitation Center
- Mariner Health of Wilmington

2. Persons with Mental Illness, Disabilities and Substance Abuse Problems

For persons with mental illness, disabilities and substance abuse problems, North Carolina Department of Health and Human Services points to the array of services needed for this target population. In terms of housing, it needs to be designed to ensure that an individual lives with maximum independence in the least restrictive setting, including independent single or shared living quarters in communities, with or without onsite support. Options include:

- Living with family or friends with adequate support and/or respite services
- Small, home-like facilities in local communities close to families and friends, with the goal of moving to a less structured living arrangement when clinically appropriate.

Affordability of housing is a major issue for people that often find themselves with limited financial resources. The Technical Assistance Collaborative, Inc. reported in 2000 that persons with disabilities receiving Social Security Income are among the lowest income households in the nation. On average, a person with a disability must spend 69% of their income to rent a modest one-bedroom apartment at HUD's fair market rent. Of the 5.4 million households in the U.S. with worst case housing needs, 25% (about 1.4 million) were people with disabilities.²⁸

Residential placements must also provide the equipment and supplies necessary to assist in successful, long-term housing stability. Admissions to state or private hospitals, mental retardation centers, state schools or alcohol and drug abuse treatment centers cannot be considered permanent or long-term residential options.²⁹

For persons living in the Wilmington area, many services are provided by the Southeastern Center for Mental Health, Developmental Disabilities and Substance Abuse Services—a nonprofit, local government, public agency—that serves the residents of Brunswick, New Hanover and Pender counties. Services are offered by the center at the following locations in Wilmington:

- New Hanover Center
- Substance Abuse Treatment Center
- Crisis Station
- ADVP Services
- Case Management Office
- Drug Elimination Program
- Homeless Program
- New Visions
- Ocean House
- Developmental Disability Services
- Special Youth Services
- Cape Fear Respite

- Southeastern Center Administration Offices
- Good Shepherd Ministries

a) Mentally Ill

Almost 6% of North Carolina adults (322,000) have serious mental illness and 99,000 of those suffer from severe and persistent mental illness. Only 141,068 adults are being served of which 35,000 are considered to have severe and persistent mental illness.³⁰ For these persons, their ability to function independently is limited.

North Carolinians and their families suffering from mental illness receive help and support from the Division of Mental Health, Developmental Disabilities and Substance Abuse. The Division operates four regional psychiatric hospitals for those who need in-patient psychiatric services and oversees a network of mental health programs in communities across the state. It operates a special care center for the elderly with serious medical and mental problems. The division provides residential services at five regional mental retardation centers that provide a wide range of services to people with severe and profound mental retardation and other related disabilities. Locally, it is the Southeastern Center for Mental Health, Developmental Disabilities and Substance Abuse Services that serves the residents in Wilmington. The center provides outpatient, day, evening, residential and 24-hour emergency services throughout its service area.

Most individuals experiencing severe and persistent mental illness are often financially impoverished due to the long-term debilitating nature of the illness. The majority of these individuals receive their sole source of income from financial assistance programs—Social Security Disability Insurance or Social Security Income. Because of this

limited income, many of these individuals live in either unsafe or substandard housing. The housing needs for this population are similar to other low-income individuals. In addition to housing, though, many will need multiple services such as medication management, housing and transportation management, job skills development to monitor and treat the mental illness.

b) Developmentally Disabled

According to the North Carolina Council on Developmental Disabilities, there are over 118,000 North Carolinians affected by developmental disabilities.³¹ The North Carolina Division of Mental Health, Developmental Disabilities, and Substance Abuse Services estimates that this number may be as high as 280,000.

People in North Carolina coping with a developmental disability receive help and support from the Division of Mental Health, Developmental Disabilities and Substance Abuse. The division responds to the special needs of children with serious emotional and behavioral disorders through three regional educational institutions. The division provides residential services at five regional mental retardation centers, which provide a wide range of services to people with severe and profound mental retardation and other related disabilities. The Residential and Vocational Services section includes group homes for adults with developmental disabilities, children's group homes and intermediate care facilities for the mentally retarded usually in homes servicing five to six residents and staff. Other residential options include alternative family living and specialized foster care, where an individual lives with a surrogate family. Supported living arrangements are also available for those who choose to live in a home of their own.

In Wilmington, the Southeastern Center for Mental Health serves more than 11,500 residents in the Brunswick, New Hanover and Pender counties. The center provides a comprehensive array of services including case management, day and residential programs. The Residential Services program provides group homes for adults with developmental disabilities and specialized foster homes for children in cooperation with the local Department of Social Services.

Under the Community Alternatives Program for Persons with Mental Retardation/Developmental Disabilities (CAP-MR/DD), funding is available to pay for services and supports. These are designed to allow people with developmental disabilities to stay in, or return to, their own communities instead of living in an institutional setting.³²

Housing for the developmentally disabled must include a variety of options to meet the unique needs of these persons. Services must be provided by area programs or contracted privately, including group home placements, intermediate care facilities, supported living programs, supported employment, sheltered workshops, home ownership and rental subsidy.³³ The Arc of North Carolina, an advocacy group, has adopted a position that focuses on providing community options for people with developmental disabilities. It supports enhancing community services and supports so that people have options other than institutionalization, which is Mental Retardation Centers and Intermediate Care Facilities. With individualized services in the community, The Arc believes that some institutionalized people would cost less to serve in community setting.³⁴

The Arc of North Carolina reports that housing and supportive services for people with developmental disabilities are insufficient. In the tri-county area (Brunswick, New Hanover and Pender counties), 129 people were waiting for housing and 437 were waiting for other supportive services in February 2002. In addition, 12 people living in regional mental retardation centers and state institutions are waiting to move out and will likely return home to Wilmington. The city is concerned that a lack of coordination among agencies would result in those leaving institutional care becoming homeless. Institutions discharging clients should notify housing and supportive service providers so that a coordinated effort to provide housing and services can be carried out. Affordable housing options coupled with appropriate supportive services are necessary if people with disabilities are to become more independent, more productive, contributing members of the community in Wilmington.

c) Physically Disabled

The North Carolina Department of Health and Human Services serves the needs of people with disabilities by assisting children and youth with disabilities, promoting independent living and providing residential services for the disabled around the state. Through the Division of Services for the Deaf and Hard of Hearing, the department provides assistance and information to the state's 600,000 deaf and hard of hearing citizens. This includes comprehensive services for preschoolers and school-aged children at three residential/day schools for the deaf.

The Division of Services for the Blind offers treatment, rehabilitation, education and independent living alternatives for blind and visually impaired residents in North Carolina. In 1999, the division served 35,702

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North Carolinians who are blind or visually impaired. Through Independent Living Services, persons of all ages who are blind or visually impaired learn daily living skills and obtain the assistance they need to become self-sufficient. Much of the instruction is provided in the consumer's home. Independent Living Services include:

- Adjustment Services— counseling, personal care skills and training in home management
- In-home Aide Services— assisting with meal preparation, home cleaning and errands
- Health Support Services— counseling on health, nutrition and diet
- Family Adjustment Services— providing information and support to help family members adjust to the changes necessary to support the individual's independence
- Children's Services— working with children, parents, teachers and others to help the child develop independent living skills
- Safe Travel Skills— teaching individuals to use sighted guide, white cane and safety techniques to travel independently

Through the Division of Vocational Rehabilitation Services, people with physical or mental disabilities receive help entering the labor market. The division also provides services that encourage and reinforce independent living for the disabled through two main components—the Vocational Rehabilitation Program and the Independent Living Services Program.

The North Carolina Technology Project helps over 5,000 people with disabilities of all ages each year. The Independent Living Rehabilitation Program helps with home and transportation modification, rehabilitation engineering, independent living skills training, counseling, advocacy, leisure and

recreational activities to assist severely disabled people to achieve as much independence as possible.

d) Alcohol and Substance Abusers

The North Carolina Division of Mental Health, Developmental Disabilities and Substance Abuse Services provides assistance through its Substance Abuse Services section. The section provides leadership to local agencies in planning, development and organization as part of a statewide system of alcohol and other drug services. The local service provider in Wilmington is the Southeastern Center for Mental Health, Developmental Disabilities and Substance Abuse Services. The center provides education, prevention, intervention and treatment services to substance abusers of all ages, family members and other involved persons whose lives have been affected by substance abuse. General services include:

- Screenings, assessments and evaluations
- Individual counseling and treatment groups
- Day and evening intensive outpatient treatment
- Inpatient and outpatient detoxification
- Family education and treatment

The majority of people that suffer from any form of alcohol or substance abuse maintain jobs and homes at the beginning stages of their problem. As the problem progresses, however, the ability to maintain a well functioning lifestyle diminishes. This problem touches every income and racial group, but is found to be most prevalent among the lowest income groups. Preventive programs incorporated into housing services provided to low-income persons are necessary to address this problem.

3. Persons with HIV/AIDS

The distribution of persons with HIV/AIDS tends to be concentrated in the urban areas of North Carolina.³⁵ As a result, New Hanover County has a high rate of HIV and AIDS cases compared to other counties in the state. New Hanover County has 509 reported cases of HIV disease and 246 reported cases of AIDS. Of the total HIV/AIDS cases reported in New Hanover County, 350 persons are still living.³⁶

In North Carolina, men who have sex with men (MSM) continue to have the highest rate of reported cases of HIV/AIDS, although the rate among MSM has been declining since the 1980's. Transmission through heterosexual contact has been increasing rapidly in recent years. Rates of HIV infection among minority groups are disproportionately high and adolescents are particularly at risk for contracting sexually transmitted diseases including HIV.³⁷

The North Carolina HIV/STD Prevention and Care Branch works to reduce and eventually eliminate illness and deaths due to HIV, AIDS, syphilis, gonorrhea, Chlamydia and other sexually transmitted diseases, and to assure that an up-to-date continuum of care services is available to all HIV-infected persons living in North Carolina. Among its services, the branch provides information about a variety of case management and care services available to persons living with HIV/AIDS.

Housing and supportive services that address the special needs of those living with HIV/AIDS are necessary. Persons living with HIV/AIDS are at higher risk for homelessness and poverty with little access to affordable housing. As with other special needs groups, persons living with HIV/AIDS prefer to live independently.³⁸ Unlike in earlier years where housing

providers assisted people with AIDS at the end of their lives, today's housing providers must be able to assist those living with HIV/AIDS. Services related to issues such as working, maintaining disability benefits, mental illness and substance abuse need to be addressed along with housing stability.³⁹

CURE AIDS of Wilmington provides housing and supportive services locally to those with HIV/AIDS. The organization operates a day care center and CURE AIDS Village, consisting of three group homes.

III. Barriers to Affordable Housing

In 1996, Wilmington completed an analysis of barriers to affordable housing opportunities. An update of this analysis will be completed in 2002-2003.

The cost to construct or rehabilitate buildings (either for homeownership or for rent) makes housing unaffordable to those with lower incomes. The high cost to develop housing results in house prices exceeding what homebuyers can afford or in renters paying a disproportionately high percentage of their income for rent and utilities. Issues identified as barriers to affordable housing include the following.

A. Availability and Cost of Land

Much of the land in the downtown area of Wilmington is developed. This causes a perception among housing developers that land in Wilmington is unavailable for development, particularly for affordable housing. The issue of availability is two-fold—the view that there is an actual lack of acceptable land for residential development and that what land is available is becoming too expensive to make affordable housing feasible. City staff intends to study these issues to determine if these perceptions are

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real and, thus, creating barriers to affordable housing.

B. Zoning

Historically, the limited amount of land available in Wilmington zoned for multifamily housing and traditional opposition to re-zoning to accommodate affordable housing has either driven up the cost of developing housing or forced it to be developed in undesirable areas. The city has taken steps to develop a Unified Development Ordinance (UDO) with provisions encouraging developers to provide affordable housing (both for sale and for rent) in developments. Through completion of the UDO, including re-zoning and special zoning districts, the city hopes to encourage more infill housing development and rehabilitation in older, existing neighborhoods.

One specific zoning issue that needs to be resolved by the City is the One-Mile Rule that governs the approved location of residential care facilities. A taskforce was formed in 2001 to establish guidelines for facilities that supply overnight residence.

C. Development Fees

Development fees charged by Wilmington also influence the cost of housing. Included in these are connection fees for city utilities and assessments for infrastructure improvements such as sidewalks. The city is looking at ways to minimize the impact of development fees on construction of affordable housing.

D. Affordable Financing

Often financing at rates and terms more favorable than the conventional market are necessary to make housing affordable. Several initiatives are being explored to increase the amount of favorable financing,

including creating a community land trust and obtaining general funds for low-interest loans and grants.

E. NIMBY Opposition

Any new development has the potential to raise concerns and opposition from local communities and neighbors. This is frequently referred to as NIMBY – “not in my backyard.” While most frequently found in suburban communities, NIMBY can surface in any neighborhood.

Perhaps the most controversial development is affordable rental housing, although there is often opposition to affordable homeownership as well. Neighbors express concerns about overcrowded schools, falling property values, crime and traffic. Development regulations and other forms of “growth control” are methods commonly used to restrict or prevent affordable housing and low- and moderate-income households in a community. Varying by community, NIMBY opposition can involve not only attitudes about schools, property values and crime, but also attitudes about race, ethnicity and other fair housing concerns.

If not addressed, NIMBY attitudes can contribute to a lower number of affordable housing units and to a concentration of affordable housing, homeless services and housing for persons with HIV/AIDS and other special needs in undesirable areas.

F. Historic Preservation

The Wilmington Affordable Housing Coalition indicates that the cost of preserving the historic integrity of neighborhoods is a strong deterrent to the development and preservation of affordable housing. While the city has implemented an historic preservation grant in conjunction with its housing rehabilitation program, the cost of historic

preservation is particularly hard on low-income families. The Council feels that this can lead to gentrification in many neighborhoods.

IV. Lead-Based Paint Hazards

Lead poisoning is one of the worst environmental threats to children in the United States. While anyone exposed to high concentrations of lead can become poisoned, the effects are most pronounced among children under the age of six. Children under age six are more vulnerable, because their nervous systems are still developing. Similarly, all children of any age are more sensitive than are adults. At high levels, lead poisoning can cause coma, convulsions and death. Such severe cases of lead poisoning are now extremely rare, but do still occur. At lower levels, observed adverse health effects from lead poisoning in young children include reduced intelligence, reading and learning disabilities, impaired hearing and slowed growth.

Since the 1970's, restrictions on the use of lead have limited the amount of lead released into the environment. As a result, nationally blood lead levels for children under the age of six declined by 75% over the 1980's and declined by another 29% through the early 1990's. In 1991, however, the Centers for Disease Control and Prevention (CDC) lowered the blood lead intervention level for young children from 25 to 10 µg/dL (micrograms of lead per deciliter of whole blood). Despite the decline in blood-lead levels over the past decade, recent data show that 900,000 children in the United States still have blood lead levels above 10µg/dL. Many of these children live in low-income families and are living in old homes with heavy concentrations of lead-based paint. The CDC identified the two

most important remaining sources of lead hazards to be deteriorated lead-based paint in housing built before 1978 and urban soil and dust contaminated by past emissions of leaded gasoline and by paint on dwellings and other structures.

The national goal for blood lead levels among children ages six months to five years is to limit elevations above 15 µg/dL to no more than 300,000 per year and to entirely eliminate elevations above 25 µg/dL.

The North Carolina Childhood Lead Poisoning Prevention Program reported that in 1999 over 105,000 children were tested for lead. Less than 1% (635 children) had a blood lead level of 10 µg/dL or higher and 80 children were confirmed lead poisoned.

A. Housing with Lead-Based Paint Hazards

1. National Trends

According to a report published by the U.S. Department of Housing and Urban Development in September 1995, as many as 64 million homes (83% of the privately owned housing units built before 1980) have lead-based paint somewhere in the building. Families with children that are six years old or less occupy 12 million of these homes.

Although a large majority of pre-1980 homes have lead-based paint, most of them have relatively small areas of it. The amounts of lead-based paint per housing unit vary with the age of the dwelling unit. Pre-1940 units have, on average, about three times as much lead-based paint as units built between 1960 and 1979. Table 23 shows the estimated privately owned occupied housing units nationally that were built before 1980 with lead-based paint somewhere in the building.⁴⁰

Table 23. Lead-Based Paint in Privately Owned Housing (National)

Year Built	All Occupied Housing Units (000)	Housing with Lead-Based Paint	
		Units (000)	Percent
Total	77,177	64,443	83%
1960 to 1979	35,681	27,275	76%
1940 to 1959	20,476	18,742	92%
Before 1940	21,018	18,424	88%

Nationally, lead is even more widespread in public housing; 86% of all pre-1980 public housing family units have lead-based paint somewhere in the building.

2. Local Estimates

According to the Report on the National Survey of Lead-based paint in Housing, there are no statistically significant differences in the prevalence of lead-based paint by type of housing, market value of the home, amount of rent payment, household income or geographic region. Table 24 includes data from the 1990 U.S. Census on the year housing units in Wilmington were built. By applying the estimated national percentages of housing with lead-based paint somewhere in the building, we can estimate the housing units in Wilmington with lead-based paint. In Wilmington, 19,217 units were built before 1980 and 83% of this housing (15,950 units) is estimated to have lead-based paint.

Table 24. Lead-Based Paint in Wilmington Housing

Construction Year	Total Occupied Housing Units	Housing with Lead-Based Paint	
		Units	Percent
Total	19,217	15,950	83%
1960 to 1979	8,136	6,813	76%
1940 to 1959	7,274	6,692	92%
Before 1940	3,807	3,350	88%

Based on a similar analysis, the estimates for Wilmington are that 12,540 units of housing occupied by low-income families (those earning 80% or less of the area median

income) contain lead-based paint. As many as 2,640 of these units were built before 1940 and are more likely to contain lead-based paint. These estimates are based on the national percentages of housing with lead-based paint somewhere in the building that have been applied to the number of Wilmington's affordable housing units.

Table 25. Lead-Based Paint in Wilmington's Low-Income Housing

Construction Year	Total Occupied Low-Income Housing Units	Housing with Lead-Based Paint	
		Units	Percent
Total	15,109	12,540	83%
1960 to 1979	6,101	4,637	76%
1940 to 1959	6,008	5,527	92%
Before 1940	3,000	2,640	88%

B. Lead-Based Paint Hazard Reduction

The federal Residential Lead-Based Paint Hazard Reduction Act of 1992, which is Title X of the Housing and Community Development Act of 1992, amends the Lead-Based Paint Poisoning Prevention Act of 1971, which is the basic law covering lead-based paint in federally associated housing. The law and subsequent regulations issued by the U.S. Department of Housing and Urban Development protect young children from lead-based paint hazards in housing that is financially assisted or being sold by the federal government. Requirements of the new law vary depending on the type of structure and activity being undertaken and include the following:

- Providing notification concerning possible or known lead-based paint
- Paint testing of surfaces to be disturbed or presuming lead-based paint exists
- Completing visual assessment or risk assessment
- Employing safe work practices in rehabilitation
- Stabilizing paint

- Initiating interim controls
- Repairing disturbed paint
- Abating lead-based paint hazards
- Ongoing lead-based paint maintenance

During 2000 and 2001, the City of Wilmington trained its housing rehabilitation specialists in the new federal regulations. These specialists have begun training private contractors.

Before that, in 1997, the North Carolina General Assembly adopted the Childhood Lead Exposure Control Act establishing a voluntary preventative maintenance program. By participating in the program, owners of pre-1978 rental properties and other properties identified as a potential source of childhood lead poisoning protect children from lead hazards, obtain liability relief from lead poisoning related lawsuits and benefit from property marketing. Using specially trained staff, maintenance activities include:

- Repairing and repainting deteriorating paint on interior and exterior surfaces
- Adjusting doors and windows to minimize friction
- Making interior surfaces smooth and cleanable
- Covering window troughs with vinyl or aluminum
- Covering bare soil within 3 feet of foundations
- Using safe work practices to prevent the spread of lead dust
- Protecting occupant's belongings
- Using specialized cleaning to remove residual lead dust
- Providing occupant information
- Undergoing annual monitoring

C. Health Department Screening

The North Carolina Environmental Health Service provides education, monitoring and enforcement to protect and improve public health. By implementing stringent state requirements related to lead-hazards, the section works to protect young children from lead poisoning. North Carolina's screening guidelines exceed national standards and includes the mandatory screening for recipients of Medicaid, Special Nutrition Program for Women, Infants and Children (WIC) and the North Carolina Health Choice for Children.

When the Health Services section learns of a lead poisoning hazard in a home or a child-occupied facility, it notifies the parents of all children six years old or younger who reside in, regularly visit or attend the home or facility. The notice advises parents of the adverse health effects of lead exposure and recommends that they have their child examined and tested.

Examination and testing is required for all children in a home or facility in which a lead poisoning hazard has been identified and a tested child has an elevated blood lead level. Notification of the need for testing is repeated every six months until all lead-based paint hazards have been abated and all other lead poisoning hazards remediated.

Children less than six months old are not required to be tested when lead poisoning hazards are identified in a home or facility. The Environmental Health Services may require that these children be examined and tested within 30 days after reaching six months of age if they continue to reside in, regularly visit or attend a home or facility containing lead poisoning hazards.

The New Hanover County Health Department provides laboratory testing to screen

children between ages one and six for the presence of lead in blood. In addition, the department provides counseling and follow-up services by nurses and home visits for children with elevated blood levels.

V. Impediments to Fair Housing

In 1996, Wilmington completed an analysis of impediments to fair housing and subsequent fair housing action plan. While the analysis of impediments to fair housing provides useful insights into the problems faced by a steadily growing population in Wilmington, its data and findings are over five years old. As such, the city will be working to update the analysis, which is projected to be completed in program year 2002-2003.

In its study, the city identified the following areas that were the major impediments to fair housing choice.

A. Discrimination in Housing

The New Hanover Human Relations Commission is responsible for investigating fair housing violations in accordance with Title VIII of the Civil Rights Act as amended. The commission receives complaints regarding discrimination in housing. Although this has been an area of concern for the metropolitan area as a whole, the commission reports that it has received no complaints of housing discrimination within the City of Wilmington.

B. Lending Practices

City staff, particularly housing counselors, work with local banks and mortgage companies to ensure that potential homebuyers are informed of affordable mortgages and the availability of Wilmington's home loan programs.

C. Discrimination in Appraisals

In appraising properties, if disparities are imposed because of race, color, sex, national origin or handicap, discrimination can result and impede fair housing choice. Appraisals, which are used to determine the market value of properties, if discriminatory, can have a seriously adverse impact on obtaining financing and/or property insurance. City staff work with appraisers participating in its loan programs and insist on fair market appraisals of land and homes.

D. Historic Patterns of Segregation

Historic patterns of segregation and discrimination often create neighborhoods that are overwhelmingly minority and have substantial unequal housing conditions and opportunities. Economic disparities further reduce minority households' ability to afford quality housing. As a result, minority households are more likely to live in substandard housing, have a lower homeownership rate and are more adversely affected by the lack of affordable rental housing. Segregated living patterns are the result of minority households having fewer choices of housing locations, particularly for those with lower incomes. Self-segregation is also a contributing factor in people's choice of where to live. Neighborhoods that are predominantly one race create an environment that may be an impediment for people who are a small minority. At the neighborhood level, this makes it particularly difficult for an already segregated area to become more integrated.

Through creative zoning regulations and cooperation with housing developers, the city is working to ensure quality affordable housing options are available throughout the

city, including in predominantly minority areas.

state or private assistance, through technical assistance and certifications of consistency with the plan.

VI. Priority Housing Needs

A. Overview

As required by HUD, Table 26 summarizes the number of households in Wilmington who have housing problems and the priority of each category for CDBG or HOME assistance over the next five years (2002 through 2007). In this context, high priority indicates that it is very likely that CDBG or HOME funds will be allocated to address the housing needs of this category of households over the next five years. A medium priority indicates that funds may or may not be allocated, depending on availability. A low priority indicates that it is unlikely that funds will be allocated specifically for this category.

Significant needs do exist in all categories, however, and the City will consider supporting other entities' applications for federal,

B. Levels and Types of Assistance

The number of estimated households represent low- and moderate-income households in Wilmington who are projected to have housing problems—being cost-burdened and/or living in substandard or overcrowded housing. The numbers are based on 1990 census data, which has been trended forward by HUD to account for population growth. In establishing targets for addressing needs, the city has used its best judgment to suggest what mix of assistance—rehabilitation, new construction or rental assistance—fits the projected 2007 population of low-moderate income households with housing problems.

Various levels and types of assistance are required to serve every household with a housing need. To project the need for

affordable housing, as opposed to market demand, a different approach is required. Housing need estimates project the units, rehabilitation and housing assistance required by the low- to moderate-income population, without regard to their present buying power.

Even a needs estimate should bear some relation to what can be contemplated practically. For example, although it may be true to state that every cost-burdened renter household should own a starter home, it is not

**Table 26. Priority Housing Needs in Wilmington (2002 projected data)
(HUD Table 2A)**

Description of Housing Needs			Priority Need Level	Estimated Households ⁴¹	Estimated Dollars to Address*
Renter	Small Related	0 to 30%	Low	1,527	\$22,905,000
		31 to 50%	Low	979	9,790,000
		51 to 80%	Low	1,210	9,075,000
	Large Related	0 to 30%	High	310	\$4,640,000
		31 to 50%	High	166	1,660,000
		51 to 80%	High	310	2,325,000
	Elderly	0 to 30%	Medium	1,133	\$16,995,000
		31 to 50%	Medium	612	6,120,000
		51 to 80%	Medium	428	3,210,000
	All Other	0 to 30%	Medium	1,672	\$25,080,000
		31 to 50%	Medium	750	7,500,000
		51 to 80%	Medium	1,179	8,842,500
Owner	0 to 30%		High	1,454	\$21,810,000
	31 to 50%		High	1,439	14,390,000
	51 to 80%		High	2,144	16,080,000

*The estimated dollars includes the public and private funds necessary to address the identified housing needs. The cost to address the needs varies by income level from \$15,000 per unit for households with incomes less than 30% of the area median to \$7,500 for higher income households.

realistic for planning purposes. For cost-burdened renters, the targets propose new or rehabilitated units, or cash rental assistance.

Not every family with a housing problem needs a housing solution. These estimates assume that many cost-burdened owners, for example, need income support. Only a portion, therefore, of the cost-burdened owners are represented in the table.

Table 27 estimates an answer to the question, “what would it take to meet every identified housing need in the city within five years?” It establishes targets for meeting housing needs, by 2007, for all low- to moderate-income households in Wilmington with housing problems. Later, we will address the question, “within this universe of need, what feasible objectives can be set for CDBG- and HOME-assisted affordable housing production?”

Table 27. Wilmington’s Targets for Meeting Housing Needs 2002-2007

Type of Assistance Required	Five Year Goals
New Rental Units	100
Rehabilitation of Owner and Renter Units	150
New Owner Units	90
Home Ownership Pool (HOP) Loans	130
TOTAL	470

VII. Affordable Housing Strategy

A. Key Principals

Set out below, in approximate order of importance, is a list of principles to guide Wilmington’s affordable housing strategies and to assist in evaluating specific projects for CDBG, HOME or city funding. It is not expected that every project will meet all or even most of these principles, but some combination should be met in every assisted project.

- Help those with the greatest needs—the homeless, people with very low incomes, the frail elderly and people with disabilities.
- Increase the affordable housing stock—by investing in new construction and rehabilitation of existing units.
- Leverage outside funding—to maximize housing production for a given amount of CDBG and/or HOME investment
- Preserve long-term affordability—ensure that assisted units remain affordable beyond the minimum period required by grant rules.
- Emphasize high quality, energy efficient, neighborhood-compatible designs.
- Incorporate accessibility (universal design) features into all new housing—exceed minimum American’s with Disabilities Act (ADA) requirement by making as many units as possible “visit-able” for people with disabilities and capable of being retrofitted at minimum cost.
- Engage the private sector, both for-profits and nonprofits—nonprofit developers excel at complex, highly subsidized projects serving those with greatest needs; for-profits excel at straightforward, high-volume production for those closer to median income. Local government should facilitate development rather than act as developer, by creating partnerships with for-profit and nonprofit entities and helping them build capacity.
- Preserve existing housing stock—rehabilitation may be more economically feasible than new construction, if done in time, and preserves neighborhood character.
- Promote homeownership—to stabilize neighborhoods and help low-income people build wealth.
- Promote mixed-use and mixed-income development—reducing subsidy re-

quirements by mixing lower-priced units in the same development as higher-priced rental or homeownership units.

- Help beneficiaries succeed for the long term—education and support services enable renters retain their units and homeowners to build equity in their homes.
- Make efficient use of available land and infrastructure—building to reasonably high densities and using infill lots to minimize cost of development, thereby increasing the supply of affordable housing.
- Coordinate housing development with transportation, jobs and services.
- Stabilize deteriorated neighborhoods—use housing rehabilitation and new construction as tools to counter neighbor-

hood blight. Through code enforcement activities, identify properties and offer assistance to arrest decline of structures in a timely manner.

B. Five-Year Strategy

During the next five years, the City of Wilmington expects to pursue the following specific strategies to meet affordable housing needs. This list is not intended to be exhaustive. Other strategies may be developed through future action plans as market conditions change and new ideas and opportunities arise.

Affordable Housing

Table 28. Five-Year Strategies

Lack of Affordable Land	Investigate the possibility of creating a land trust program through the Wilmington Affordable Housing Coalition
	Complete the Unified Development Ordinance, including the creation of more opportunities for high-density, affordable housing
	Explore the possibility of adopting innovative models used in other localities that provide incentives for development in targeted areas or ensure that a proportion of all major new housing development is affordable
Regulatory Issues	Complete the task force study and finalize changes in the ordinance governing the placement of residential housing facilities
	Develop Northside Neighborhood Land-Use Plan and investigate the possibility of establishing redevelopment or conservation areas (neighborhoods) throughout the city
	Complete the City's Future Land Use Plan
	Consider waiving or reducing development fees and assessments for affordable housing
	Investigate the possibility of using affordable housing sites as the training ground for classes on installation of infrastructure, e.g., sidewalks
	Develop a policy to establish the appropriate ratio of non-residentially zoned land and ratio of non-residential tax base consistent with national benchmarks and local conditions
NIMBY (Not In My Back Yard)	Provide education for the general public and government officials to off-set misinformation and show that moving people off the streets and into permanent housing has a strong economic affect on the community
Historic Preservation	Promote quality affordable housing development and the blending of design standards for affordable housing with neighborhood design standards
	Investigate the possibility of tax exemptions for low- and moderate-income homeowners living in historic districts
	Investigate and promote the use of material substitutions for affordable housing projects in historic districts
	Provide training for staff, property owners and those involved in the affordable housing trade, in order to make the process more efficient and effective for all parties
Homelessness	Make homelessness a major priority in addressing affordable housing (See page 60)
Opportunities for Affordable Housing	Increase the affordable housing units constructed or rehabilitated through City programs by 10% each year—both rental and homebuyer
	Work with the private sector (for-profit and nonprofit) to increase the affordable housing units constructed or rehabilitated each year—both rental and homebuyer
	Increase the number of low and moderate-income homebuyers served by City programs by 10% each year
	Implement programs for homebuyer education, marketing and expand the variety of financial assistance programs by 2007, including down payment assistance
Housing for Persons with Special Needs	Encourage accessibility (universal design) in all housing developments and especially in programs funded by the city
	Continue the emergency repair program, especially for residents on fixed-incomes
	Work with the Wilmington Housing Authority to encourage the continued priority in Section 8 vouchers for people with special needs, victims of domestic violence, elderly and the homeless
	Encourage and support the use of state and federal funding sources for special needs populations, including victims of domestic violence, elderly and the homeless
Code Enforcement	Reduce conditions leading to slum and blight by conducting concentrated lot cleaning, demolition of dilapidated structures and preservation of threatened structures in targeted areas
	Implement a voluntary demolition and lot-cleaning program to expedite the reduction of slum and blight
	Continue to enforce the following codes throughout the city, while encouraging the rehabilitation of structures when possible: minimum housing, abandoned structures, demolition by neglect, junk vehicles and public nuisance
Public Awareness and Civic Partnerships	Publicize the findings of this plan and continue to gather data on a regular basis on housing costs and income and other key indicators
	Work with organizations like the Wilmington Affordable Housing Coalition and the New Hanover Human Relations Commission to educate the public on affordable housing and community development issues
	Raise public awareness on the need for affordable housing and celebrate success stories at every opportunity
	Increase the number and variety of outlets used to communicate with public, including more ways to work and communicate with the Hispanic community

Table 28. Five-Year Strategies (continued)

Lead-Based Paint Hazards	Investigate the possibility of applying for a HUD lead-based paint hazard reduction grant
	Work with the New Hanover County Health Department to educate the public in general and in targeted neighborhoods to be more aware of lead-based risks
	Help to increase the number of local certified lead inspectors, risk assessors, project designers, abatement supervisors and abatement workers by providing training to local contractors and educating contractors on the availability of educational opportunities
	Use city housing counselors and rehabilitation specialists to draw attention to the hazards of lead-based paint in pre-1978 homes and to distribute educational materials to homeowners and tenants
	Use city funding to assist with the cost of lead-based paint abatement in housing being rehabilitated through city programs
	Investigate the possibility of having the New Hanover School Board require lead screening as part of the immunization process before a child is accepted into school, kindergarten or pre-school programs (up to the age of six)

VIII. Performance Targets

A. Affordable Housing

The City of Wilmington will endeavor to meet the following specific targets (Table 29) for affordable housing production assisted with HOME, CDBG or city general funds from 2002 through 2007. In setting these targets, we assume that the federal and state assistance will remain at approximately its current level. Although we hope and intend that private sector production (not assisted with federal funds) will play a major role, we do not think it appropriate to set specific targets for their production.

The production categories are intended to be mutually exclusive: For example, a family buying a newly constructed, assisted unit may also receive down payment assistance, but will not be counted twice.

Strategies for public housing and Section 8 rental assistance are addressed in the WHA Strategic Plan section beginning on page 23.

Table 29. Affordable Housing Targets

Program or Activity	Number of Households									
	Five-Year Goals					One-Year Goals				
	Low/Moderate Income	Elderly	Homeless	Special Needs	Total	Low/Moderate Income	Elderly	Homeless	Special Needs	Total
Home Ownership Pool (HOP)	115	5	0	10	130	19	1	0	2	22
Rental Rehabilitation	30	0	0	0	30	6	0	0	0	6
Owner Rehabilitation	120	0	0	0	120	24	0	0	0	24
Continuum of Care Rental Housing	0	0	60	0	60	0	0	10	0	10
Single-Family New Construction (CHDO)	65	0	0	0	65	13	0	0	0	13
Single-Family New Construction (Nonprofit)	25	0	0	0	25	5	0	0	0	5
Multifamily New Construction	30	10	0	10	50	10	0	0	0	10
Total	385	15	60	20	480	77	1	10	2	90

Affordable Housing

Table 30. Five-Year Performance Targets 2002-2007

Lack of Available Land	Work with the Wilmington Housing Coalition to investigate the possibility of creating a land trust program
	Complete the Unified Development Ordinance by 2007, including the creation of more opportunities for high-density, affordable housing
	Explore the possibility of adopting innovative models used in other localities that provide incentives for development in targeted areas or ensure that a proportion of all major new housing development is affordable
Regulatory Issues	Update the zoning regulation on residential care facilities to make it consistent with the latest case law, the American with Disabilities Act and the Fair Housing Act; and provide an up-dated set of regulations that govern care facilities that accommodate people with special needs by 2003
	Develop Northside Neighborhood Land-Use Plan by 2004; and investigate the possibility of establishing redevelopment or conservation areas and the need for such areas in the City of Wilmington
	Complete the City's Future Land Use Plan by 2007
	Investigate the process involved in reducing development fees and assessments for affordable housing by 2004
	Investigate the possibility of using affordable housing sites as the training ground for classes on installation of infrastructure, for example, sidewalks by 2004
	Develop a policy to establish the appropriate ratio of non-residentially zoned land and ratio of non-residential tax base consistent with national benchmarks and local conditions by 2007
NIMBY (Not In My Back Yard) Opposition	Work with the Wilmington Affordable Housing Coalition to develop educational materials or programs to counteract "NIMBY" opposition
	Promote quality affordable housing development among developers; and request that the design standards for affordable housing units blend with neighborhood design standards
Historic Preservation	Work with city and state historic preservation staff to better understand and educate those involved in affordable housing on local and state regulations
	Work with city and state historic preservation staff to investigate the possibility of re-implementing the Memorandum of Understanding between the city and the state
	Investigate and promote the use of material substitutions for affordable housing projects in historic districts
	Investigate the possibility of tax exemptions for low- and moderate-income homeowners living in historic districts
Homelessness	See homeless strategies on page 60
Housing for Persons with Special Needs	See "Regulatory Issues" above
	Work with the Wilmington Housing Authority to encourage the continued priority in Section 8 vouchers for people with special needs, victims of domestic violence, elderly and the homeless; and encourage the WHA to seek Section 8 vouchers for homeownership and for people with special needs
	Make at least 40 emergency repair grants to people with special needs, especially for elderly residents on fixed-incomes
	Encourage accessibility (universal design) in all housing developments, especially in programs funded by the city
	Encourage and support the use of state and federal funding sources for special needs populations, such as Section 202 Supportive Housing for Elderly and Section 811 Supportive Housing for Persons with Disabilities
Code Enforcement	Attempt to stabilize neighborhoods by implementing a voluntary demolition and lot-cleaning program to expedite the reduction of slum and blight in low- and moderate-income areas
	The City will reduce conditions leading to slum and blight over the next five years by continuing to enforce the following codes: <ul style="list-style-type: none"> • Minimum Housing—demolish 50 and rehabilitate 200 structures • Abandoned Structures—demolish 10 and rehabilitate 10 structures • Demolition by Neglect—rehabilitate 150 structures • Junk Vehicles—remove 1,000 junk vehicles • Public Nuisance—clean 500 lots

Five-Year Performance Targets 2002-2007 (continued)

Lead-Based Paint (LBP) Hazards	Work with the New Hanover County Health Department to educate the public in general and in targeted neighborhoods to be more aware of lead-based risks
	Provide at least one LBP training program to local contractors
	Address all possible LBP hazards in all housing rehabilitation projects funded by CDBG or HOME
Public Awareness and Civic Partnerships	Work with at least one Hispanic organization to develop better communication with the Hispanic community.
	Participate in at least one community education program per year on affordable or fair housing issues
	Publicize the Annual Action Plan and Consolidate Annual Performance and Evaluation Report according to the Citizen Participation Plan
	Produce least two press releases or provide at least two success stories on a CDBG or HOME activity to the news media each year

Notes and References

¹ City of Wilmington Planning Division and New Hanover County Planning Department, *Population of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999) and U.S. Census Bureau.

² City of Wilmington Planning Division, City of Wilmington Community Development Division and New Hanover County Planning Department, *Housing of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999) and U.S. Census Bureau.

³ City of Wilmington Planning Division and New Hanover County Planning Department, *Population of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999) and U.S. Census Bureau.

⁴ City of Wilmington Planning Division and New Hanover County Planning Department, *Economy of Wilmington and New Hanover County, North Carolina, A Technical Report for the City-County Comprehensive Plan 1997-2010*, (January 1999) and U.S. Bureau of Labor Statistics.

⁵ City of Wilmington Planning Division and New Hanover County Planning Department, *Economy of Wilmington and New Hanover County, North Carolina, A Technical Report for the City-County Comprehensive Plan 1997-2010*, (January 1999).

⁶ Source: U.S. Department of Housing and Urban Development.

⁷ MSN HomeAdvisor, Compare Cities [On-line] Available: <http://homeadvisor.msn.com>.

⁸ City of Wilmington Planning Division, City of Wilmington Community Development Division and New Hanover County Planning Department, *Housing of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999).

⁹ City of Wilmington Planning Division, City of Wilmington Community Development Division and New Hanover County Planning Department, *Housing of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999) and U.S. Census Bureau.

¹⁰ Source: U.S. Census Bureau.

¹¹ Year 2000 census data on the year structures were built are not currently available.

¹² City of Wilmington Planning Division, City of Wilmington Community Development Division and New Hanover County Planning Department, *Housing of New Hanover County and Wilmington, North Carolina, A Technical Report for the City and County Comprehensive Plan 1997-2010*, (January 1999), p.4.

¹³ Source: U.S. Census Bureau.

¹⁴ Source: U.S. Department of Housing and Urban Development.

¹⁵ National Low Income Housing Coalition, Out of Reach: The Gap Between Housing Costs and Income of Poor People in the United States (September 2000) [On-line] Available: <http://www.nlihc.org>.

¹⁶ Southeastern Mental Health Center, Housing Resources in Wilmington, North Carolina, (2001) [On-Line] Available: <http://www.housing.wilmington.org>.

¹⁷ Source: U.S. Department of Housing and Urban Development.

¹⁸ U.S. Department of Housing and Urban Development, *The Comprehensive Housing Affordability (CHAS) Database* (1990).

¹⁹ U.S. Department of Housing and Urban Development, *The Comprehensive Housing Affordability (CHAS) Database* (1990).

²⁰ U.S. Department of Housing and Urban Development, *The Comprehensive Housing Affordability (CHAS) Database* (1990).

²¹ U.S. Department of Housing and Urban Development, *The Comprehensive Housing Affordability (CHAS) Database* (1990).

²² Source: U.S. Census Bureau.

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³² North Carolina Council on Developmental Disabilities, *How to Access CAP-MR/DD*, (Fall 2001), p. 4.

³³ North Carolina Division of Mental Health, Developmental Disabilities, and Substance Abuse Services, *Report to the General Assembly: Enhancing the Quality of Life for Children and Adults Living with Mental Health, Developmental Disabilities, and Substance Abuse Problems*, (June 1999), p. 21.

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Homeless Assistance

I. Homeless Assessment¹

The Tri-County Homeless Interagency Council leads a continuum of care in the Wilmington area. The City of Wilmington is part of the council and participates actively in coordinating resources and activities. The area covered by the council encompasses the City of Wilmington and New Hanover, Pender and Brunswick counties and includes a mixture of urban, suburban and rural communities located in southeast North Carolina. Based on year 2000 census data, the population in the area is 264,255.

The information presented here comes from the council's 2001 Continuum of Care Grant Narrative submitted to HUD for funding to address gaps in the continuum. Because the City of Wilmington participates as part of multi-county council to combat homelessness, the initiatives and projects described include those located outside of Wilmington in New Hanover, Pender and Brunswick counties.

Currently, the council consists of 71 organizations (115 members) that include non-profit service providers, homeless and formerly homeless persons, organizations serving veterans and local government officials. The Tri-County Homeless Interagency Council is responsible for the development and ongoing review of the continuum. The coordinating agency for the council is the Southeastern Center for Mental Health, Developmental Disabilities and Substance Abuse Services, which provides organizational and logistical support.

The council's continuum of care narrative represents a strategic plan that engages all stakeholders in the continuum's area, both

public and private, in a coordinated effort to create a comprehensive system of care of homeless individuals and families and those at risk of becoming homeless. The continuum of care narrative is reviewed to ensure that critical needs and gaps in service are identified, duplication of services is avoided and coordination between public and private providers is encouraged. Services that were developed include homeless prevention activities, outreach, intake, assessment, emergency shelter, transitional housing, linkages to permanent supportive housing and permanent housing and an array of supportive services.

A. Subpopulations in the Region

There is no single solution to the "homeless problem" since there is no typical "homeless person." When the homeless are discussed in the popular press and by political and social leaders, the rhetoric uses monolithic terms, suggesting that a typical homeless person exists and should be helped. In reality though, research across the country has uncovered a variety of different profiles of the homeless, which in turn represent important concerns for developing assistance programs. The subpopulations identified and served by the council's agencies include the following:

- Seriously mental ill
- Substance abusers
- Veterans
- Victims of domestic violence
- Youth
- Persons with HIV/AIDS
- Families with children

B. Existing Resources and Services

The vision for combating homelessness in the tri-county area includes providing opportunities for individuals and families to attain maximum personal self-sufficiency and permanent housing through the design and implementation of a continuum of care system for the homeless that is supported by the entire community. It takes the coordinated efforts of all providers to work towards meeting the needs of the many homeless subpopulations.

The assistance offered to homeless persons in Wilmington includes a comprehensive array of services and support from a variety of agencies and providers. The fundamental components of the continuum of care system, including how people receive or access assistance, is described below.

1. Homeless Prevention and Outreach

Homeless prevention is a fundamental component of the continuum of care. Specific strategies for homeless prevention include the following:

- Emergency food
- Financial assistance (for rent, deposits and utility assistance)
- Clothing
- Employment programs
- Educational and literacy skills training

In addition to the existing strategies, local church groups are constantly planning and implementing feeding and clothing programs to meet the increasing demand and to help prevent homelessness among lower-income families.

2. Outreach, Intake and Assessment

In 2001, a number of agencies provided outreach workers and assessment services to reach individuals who are homeless or at risk of homelessness. They include the following:

- Brunswick Family Assistance Agency
- Catholic Social Ministries
- Coastal Horizons Center's Community Outreach Teams
- Crisis Station at Southeastern Center
- CURE AIDS and CARE Management
- Department of Health for New Hanover, Pender and Brunswick counties
- Department of Social Services for New Hanover, Pender and Brunswick counties
- Domestic Violence Shelter and Services
- First Fruit's Coffee Group (formerly Camel's Eye Coffeehouse)
- Good Shepherd House Day Shelter
- Hope Harbor Home
- Southeastern Center for Mental Health, Developmental Disabilities and Substance Abuse Services
- Safe Haven
- Salvation Army
- St. Mary Catholic Social Ministry
- Truth in Youth and Family Services
- Veterans Council

Planned services described in the 2001 continuum of care narrative include the expansion of Good Shepherd House over the next two years to provide a central point of entry for homeless and near-homeless persons and the Adult Homeless Program's Jail Diversion for Homeless Offenders.

Homeless persons generally access services and/or receive assistance as a "walk-in" or through referrals from agencies, organizations, churches, individuals and homeless

friends. There are also outreach teams that go into the community to reach the homeless where they are. Homeless persons are assessed and referred to the most appropriate provider of housing and/or services

3. Emergency Shelters

The following agencies and projects provided 269 emergency shelter beds for individuals, families, victims of domestic violence, substance abusers and youth in 2001.

- Crisis Station (6 beds)
- Domestic Violence Shelter and Services (18 beds)
- Good Shepherd House Day Shelter (day service only)
- Gospel Rescue Mission (18 beds)
- Hope Harbor Home (16 beds)
- Interfaith Hospitality Network (15 beds)
- Mercy House (42 beds)
- Open House (9 beds)
- Providence House (6 beds)
- Safe Haven (16 beds)
- Salvation Army (47 beds)
- St. James Winter Shelter (55 beds)²
- Truth in Youth (14 beds)
- Wilmington Dream Center (7 beds)

In addition, 84 additional units are planned as part of the expansion of Good Shepherd House between 2001 and 2003. This will provide spaces for families and individuals as well as beds for night shelter. Although not federally funded, the Salvation Army is using private funding to expand its shelter service.

During their assessment, homeless persons are offered supportive services or are referred to supportive service providers for food, clothing, emergency assistance, housing, legal services and education and/or employment services. Each emergency

shelter provides intake and assessment of homeless persons and case management. All residents are assigned a case manager who is responsible for developing individual service plans that specify goals, objectives to reach goals and specific linkages to other services needed for the individual to progress.

4. Transitional Housing

In 2001, the following projects provided 268 transitional housing beds/units for individuals, victims of domestic violence, substance abusers, dually diagnosed and persons with HIV/AIDS.

- 25th Street Club (13 units)
- CURE AIDS Village (8 units)
- Darden Recovery House (8 units)
- Fleming House (8 units)
- Fourth Quarter Transitional Living Program (26 units)
- Greenwood Recovery House (10 units)
- Homeward Bound Program (8 units)
- Hope House (10 houses, 60 units)
- Kelly House (10 units)
- Launchpad Recovery House (10 units)
- New Beginnings (13 units)
- New Freedom House (3 houses, 26 units)
- Oxford House (4 houses, 32 units)
- SEARISE Program (8 units)
- Stepping Stone Manor (16 units)
- VOA-Willow Pond (12 units)

The 2001 continuum of care narrative describes 44 additional transitional housing units planned in the following three projects that will be available from 2001 to 2003.

- Sgt. Ashley Transitional Living Program—24 units for men (21 of the units are for homeless veterans)
- VOA-Willow Pond—12 scattered-site units for families with children

- Wilmington Dream Center—expansion to 20 units for families and individuals

Homeless persons access transitional housing facilities mainly through extensive agency referral networks. Typically, emergency shelters and supportive service providers refer homeless persons to appropriate transitional housing projects, based on the individual client's needs.

5. Permanent Housing

Permanent housing for the homeless was available in 2001 through the following agencies and projects in the tri-county area, which provide 3,862 units of affordable housing.

- Brunswick County Section 8 Program (472 units)
- Cape Fear Habitat for Humanity (36 units)
- CURE AIDS Village (4 units)
- Pender County Section 8 Program (273 units)
- Wilmington Conventional Public Housing (1,416 units)
- Wilmington Housing Finance and Development (89 units)
- Wilmington Section 8 Program (1,572 units)

According to the 2001 continuum of care narrative, an additional 424 units of permanent affordable housing for the homeless are expected to be available over the next two years at the following projects:

- Cape Fear Habitat for Humanity—12 additional units for families
- Jervay HOPE VI—190 units for families
- Dove Meadows—250 units for families

Supportive service providers refer homeless persons to permanent housing in the area

using the “availability” housing lists, which are updated and distributed monthly to service providers. Homeless clients also have access to the lists, which are available on the internet with free access provided at the public library.

6. Permanent Housing with Supportive Services

Five projects provide 103 units of permanent supportive housing for the mentally ill, elderly and families that are homeless.

- Hopewood Apartments (16 units for severely and persistently mentally ill individuals)
- Sherwood Village (24 units for severely and persistently mentally ill individuals)
- Sherwood-Brunswick Program (12 units for elderly individuals)
- Fiddlers Creek (12 units for elderly individuals)
- Willow Pond Family Self-Sufficiency Apartments³ (39 units for families)

The council anticipates the number of permanent supportive housing units to increase by 50% within the next two years. According to the continuum of care narrative for 2001, three projects will be opening during this period providing an additional 51 units for families, individuals and the mentally ill.

- Amends Housing (16 units for families and individuals)
- Gateway Apartments (16 units for individuals)
- Driftwood Apartments (14 units for severely and persistently mentally ill individuals)
- Coastal Horizons Housing Project (6 units for substance abusers)

Like permanent housing, supportive service providers refer homeless persons to permanent supportive housing in the area. Permanent supportive housing programs offer the most long-term stability for homeless persons, providing them with a sense of permanency while enabling them to become self-sufficient.

7. Supportive Services Only

Most services providers use the case management model of serving homeless families and individuals and find the Council meetings helpful in networking for services for their participants or clients. Supportive services are provided throughout the continuum, from outreach through intake and assessment at an emergency shelter, transitional housing and permanent housing. Specific supportive services provided include the following:

- Employment services
- Dental health services
- Medical health services
- Transportation
- Children and youth services
- Education and literacy classes
- Treatment services for substance abuse
- Counseling services
- Legal services
- Domestic violence services

C. Continuum of Care—Gaps Analysis

As part of its application to HUD the Tri-County Homeless Interagency Council identifies gaps in its continuum related to beds and/or units available, supportive services provided and sub-populations served. The council uses several methods to estimate the needs within the area served by the council's members. By comparing its current inventory to the estimated needs, the council determines the unmet need (or gap)

in the continuum of care. Once established, the members of the Tri-County Homeless Interagency Council use their judgment to assign a relative priority to each need. (See Table 31 and Table 32)

1. Existing Needs

Methods used to estimate existing needs include the following.

a) Point-In-Time Survey

A point-in-time survey was conducted by the council, along with a gaps analysis survey. They are used to determine funding requests, prepare informational presentations and complete planning processes. The results of the point-in-time survey completed in 2001 are shown in Appendix E.

In preparing its funding request for 2002, the Tri-county Homeless Interagency Council has completed a subsequent point-in-time survey, which is also included in Appendix E along with the 2002 gaps analysis. Although not related to the gaps analysis presented here, this does demonstrate an increasing homeless population. Between March 14, 2001 and March 20, 2002, the number of homeless increased from 2,038 to 2,421 (a 19% increase).

b) Shelter Report

Each shelter maintains a shelter report recording the average daily occupancy, which more fully represents the movement of transient homeless persons.

c) Outreach Team Reports

Adult Homeless Program and Community Outreach Team reports demonstrate the continual need for programming in the mentally ill and substance abuse subpopulations. These two reports are specific to the mentally ill population and are used to

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determine supportive service needs of this subpopulation.

d) Veterans Standdown

The veterans standdown is a successful method of identifying homeless individuals and homeless veterans.

2. Priority Projects

The council evaluates funding requests from individual agencies and selects projects for which it will request funding from HUD. A two-tiered rating system is used to rank

applications based on need, local support, agency capacity and agency participation in continuum activities. Based on its analysis, the council identified the following three projects, listed by priority, which received funding from HUD in 2001 to fill gaps in the continuum of care. The council expects these projects will be completed between 2002 and 2004. Two additional projects identified as priorities by the council were not approved for funding.

Table 31. Continuum of Care Gaps Analysis—Individuals (HUD Table 1A)

		Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Beds/Units	Emergency Shelter	332	191	141	High
	Transitional Housing	771	346	425	High
	Permanent and Supportive Housing	365	85	280	High
	Total	1,468	622	846	—
Supportive Services Slots	Job Training	460	200	260	High
	Case Management	1,840	1,157	683	Medium
	Substance Abuse Treatment	1,035	639	396	Medium
	Mental Health Care	518	180	338	High
	Housing Placement	920	369	551	Low
	Life Skills Training	575	257	318	Medium
	Other: Transportation	1,725	544	1,181	High
Sub-populations	Chronic Substance Abusers	690	541	149	High
	Seriously Mentally Ill	380	112	268	Medium
	Dually-Diagnosed	190	55	135	Medium
	Veterans	454	143	311	High
	Persons with HIV/AIDS	173	100	73	Medium
	Victims of Domestic Violence	58	32	26	Medium
	Youth	23	20	3	Low

Table 32. Continuum of Care Gaps Analysis—Persons in Families with Children (HUD Table 1A)

		Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Beds/Units	Emergency Shelter	134	86	48	High
	Transitional Housing	187	46	141	High
	Permanent and Supportive Housing	249	156	93	High
	Total	570	288	282	—
Supportive Service Slots	Job Training	413	413	0	Medium
	Case Management	1,035	323	712	High
	Child Care	1,035	655	380	Medium
	Substance Abuse Treatment	172	50	122	Medium
	Mental Health Care	173	58	115	Medium
	Housing Placement	575	131	444	Low
	Life Skills Training	563	563	0	Low
	Other: Transportation	863	388	475	High
Sub-populations	Chronic Substance Abusers	172	52	120	Medium
	Seriously Mentally Ill	173	60	113	Low
	Dually-Diagnosed	126	28	98	Medium
	Veterans	115	25	90	Low
	Persons with HIV/AIDS	58	10	48	Medium
	Victims of Domestic Violence	275	170	105	High

a) Amends Court

Truth in Youth, a Brunswick County-based agency, proposes to create 16 units of permanent housing for a mixed population of disabilities, including but not limited to mental and/or emotional illness, physical impairment, HIV/AIDS and substance abuse. This rural-based agency proposes to assist its existing day shelter population, which is rich in diversity.

b) VOA-Willow Pond

This transitional housing program, currently in its seventh year of funding, is seeking renewal. VOA-Willow Pond, a Volunteers of America (VOA) project, successfully renewed its original HUD grant in 1998. Each year since its second year, VOA boasts an 82% success rate, measuring the percentage of families going into permanent housing. This program provides housing for 12 families at a time and averages 20 families each year. VOA-Willow Pond houses homeless battered persons and their children from Brunswick, New Hanover and Pender counties. This program addresses

the gap in transitional housing for victims of domestic violence; however, the need is still great and remains as a high priority. This transitional housing renewal would preserve the area's only 12 transitional housing slots for victims of domestic violence and their families.

c) Wilmington Dream Center

This new transitional housing project proposed by First Fruit Ministries will provide housing and supportive services for two families and six individuals. There is a large gap in transitional housing for women and for non-battered families. This project seeks to address that need and would offer housing to 62 persons during their one-year grant term.

These five projects not only address the gaps in transitional and permanent housing but also supply:

- Case management
- Life skills training
- Childcare
- Housing placement assistance

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- Substance abuse treatment
- Mental health treatment
- Transportation assistance

The subpopulations that will be served by these projects include chronic substance abusers, veterans, persons with HIV/AIDS, victims of domestic violence, families and individuals.

II. Homeless Strategies

HUD has established a goal of eliminating chronic homelessness within 10 years. The Tri-County Homeless Interagency Council is in the process of developing a strategy that will attempt to end chronic homelessness, with goals, action steps and obstacles to achieving those goals. In the spirit of collaboration and cooperation, the City of Wilmington will be working closely with the council in this effort. Below are some “beginning” strategies developed in cooperation with city staff and Tri-County Homeless Interagency Council members. As the council’s 10-year plan is finalized, any changes in the strategies will be reflected in future amendments to the city’s consolidated plan.

- Strengthen case management in outreach programs and supportive service agencies in an attempt to prevent homelessness for those families and individuals who are at-risk of becoming homeless
- Help move members of the homeless population through the continuum of care process to permanent housing by strengthening case management in outreach programs and emergency shelters, where the needs of the chronically homeless can be identified, appropriately referred to local housing and provided with supportive services

- Increase partnerships with the private sector, particularly private developers, in order to create affordable housing
- Strengthen coordination with the Wilmington Housing Authority in order to offer homeownership opportunities and housing supportive services to the homeless population

III. Performance Targets

The following objectives are proposed for the period 2002 through 2007. Their achievement will depend crucially on the availability of funding in addition to CDBG and HOME.

- Continue to support the efforts of agencies such as the Tri-County Homeless Interagency Council and include the Council’s recommendations in the decision-making process for expending CDBG and HOME funds on homeless-related programs
- Create 60 transitional or permanent housing units with supportive services, to meet the special needs of the chronically homeless
- Create 40 additional emergency shelter beds with supportive services
- Support the efforts of private developers who are building affordable housing and encourage them to create partnerships with agencies that provide supportive housing services to the homeless population

Notes and References

¹ Tri-County Homeless Interagency Council, *2001 Continuum of Care Grant Narrative* (n.d.).

² St. James Winter Shelter operates from November through March. The shelter will discontinue its service after the Good Shepherd House expansion is completed.

³ Willow Pond Family Self-Sufficiency Apartments provides housing for homeless persons for up to five years. Because the period that housing is provided exceeds the normal two-year period, which normally defines transitional housing, the Tri-County Homeless Interagency Council classifies the project as permanent housing.

Non-Housing Community Development

I. Non-Housing Community Development Assessment

A. Public Facilities

1. Neighborhood Facilities

The Wilmington Department of Public Facilities and Services operates seven recreation centers located in inner-city communities. The centers provide support and positive social outlets for youth. For information on services offered by the city at the centers, refer to information on youth programs below.

The New Hanover County Public Library provides library services through its main branch, located in downtown Wilmington, three suburban branches and a law library. The system has a collection of nearly 340,000 items and provides extensive staff assistance.¹

2. Parks and Recreation

The Department of Public Facilities and Services maintains approximately 250 acres of landscaped parks, green spaces, medians, public buildings and athletic facilities citywide. Neighborhood parks maintained by the city include:

- Annie Snipes Park
- Beaumont Park
- Cameron Park
- Church and Nun Park
- Hanover Heights Park
- Hemenway Park
- Kennedy Park
- Love Grove
- Maides Park
- Mother's Park
- Northside Park

- Nunalee Park
- Pine Valley Park
- Rankin Park
- Southgate Park
- Sunset and Adams Park
- Wallace Park
- Tower Park
- Triangle Park

Citywide parks maintained by Wilmington include:

- Claude Howell Park
- Davis Park
- Dram Tree Park
- Empie Park
- Greenfield Park
- Hilton Park
- Innis Park
- Legion Stadium
- McCrary Park
- Optimist Park
- Robert Strange Park

City crews are responsible for beautification efforts at the Greenfield and Empie Parks and landscaped areas of all citywide parks. In addition, ground maintenance crews keep up about 250 acres of greenways and park turf. Right-of-way crews maintain approximately 60 acres of city owned right-of-ways, 234 blocks of alleys and over 35 city owned lots.

The Department of Public Facilities and Services is also responsible for maintaining and improving the city's parklands, open spaces and street trees. With the enlarged land area of the city resulting from the annexation of land from the urban county, additional staff is needed in addition to

increased operating funds to manage the expanded scope of maintenance.²

The Department of Public Facilities and Services manages public recreation services, including recreation centers, athletic leagues, therapeutic services and senior services. Increases to services and corresponding increases to funding will result from the annexations of surrounding land.³

Specific recreation facilities operated by Wilmington and available to the public for free or for a fee include the following:

- Boxing and Physical Fitness Center
- Three public swimming pools
- Greenfield Grind Skatepark
- Empie Park Softball Complex
- Empie Park Tennis Courts
- Docking Facilities
- Municipal Golf Course
- Greenfield Lake Amphitheater

3. Health Facilities

The New Hanover Health Network operates several facilities providing health care services in Wilmington. The network consists of 4,000 employees, 400 physicians and 1,200 volunteers. As a public, nonprofit system, the network offers care to everyone who needs it regardless of ability to pay. Facilities operating in Wilmington include the following:

- New Hanover Regional Medical Center—a 506-bed teaching hospital and regional referral center offering many services not found in smaller area hospitals including trauma care, neonatal intensive care, inpatient pediatric services, open heart surgery and cancer care
- Cape Fear Hospital—a 141-bed community hospital offering a variety of general, orthopedic and emergency services

- New Hanover Regional Emergency Medical Services—offering pre-hospital care including paramedic service, air and ground critical care transport, inter-hospital transfer and a 24-hour nurse referral and medical advice service
- Coastal Rehabilitation Hospital—a 60-bed inpatient and outpatient rehabilitation facility helping patients with debilitating injury or disease recover mobility and independence
- The Oaks—a 62-bed psychiatric hospital providing inpatient and outpatient programs to evaluate and treat depression, adjustment disorders, bipolar disorder, schizophrenia, psychotic and personality disorders
- Hospice of Lower Cape Fear—provides health care, comfort and counseling to terminally ill patients and their families⁴

4. Parking

Wilmington operates two downtown parking facilities. The funds to operate and maintain the facilities come primarily from charges for parking. General funds are allocated for the construction of new facilities.⁵

5. Solid Waste Disposal

The Department of Public Facilities and Services provides refuse collection, recycling, yard waste collection and bulk trash removal.

6. Historic Preservation

Wilmington contains many historic homes and structures. As part of Wilmington's plan to revitalize and redevelop its downtown, preservation of its historic properties is a key element. Wilmington's National Register Historic District is characterized by its regular street grid, consistent scale, distinctive architecture and lush marshlands. It contains the most significant concentration of historic urban architecture in North

Carolina. The city's plan for preserving and enhancing its historic district includes:

- Continued rehabilitation of historic structures
- Expanding the National Register Historic District to include adjoining eligible areas
- Creating an inventory of historic buildings
- Establishing new or expanded local historic districts
- Expanding the Historic District Overlay Commercial Area⁶

7. Other Public Facility Needs

The Department of Public Facilities and Services provides emergency and preventative maintenance to approximately 125 city-owned buildings and facilities used by city staff and citizens.

Wilmington's Engineering Division, Development Services Department, provides design and construction management for capital projects and reviews subdivision plans.⁷

B. Infrastructure

1. Water and Sewer

Wilmington's Public Utilities Department operates and maintains the city's water distribution and sewer collection system, a water treatment plant, two wastewater treatment plants and citywide fire hydrants. The department is also responsible for installing services, reading water meters and replacing deteriorated mains. Wilmington provides drinking water to over 35,000 customers daily through over 500 miles of water lines. The city is in the process of providing water service to households and businesses annexed into the city limits. The sewage collection system is comprised of 370 miles of gravity lines, 31 pumping

stations and 25 miles of pressurized sewage force main. Through 25,300 connections, 14.7 million gallons of wastewater travels each day.

2. Transportation

The Department of Public Facilities and Services provides preventative and routine maintenance to paved and unpaved streets in the city. These activities include street sweeping, shoulder and plaza stabilization, public hazard correction, street lighting and management of contracts for resurfacing and sidewalk repair.

The State of North Carolina is responsible for constructing all thoroughfare streets in Wilmington and the private sector is responsible for participating in the construction of streets necessary to serve individual developments. Still, the city has funded the construction of non-local streets not in the State Transportation Improvement Plan, sometimes with the participation of local developers. While the amount of funding allocated to these projects varies from year to year, it is expected that these expenses will continue and are likely to grow as the city's corporate limits increase.⁸

As part of its Comprehensive Planning process, the City of Wilmington works with New Hanover County to determine appropriate land uses in consideration of the growth in traffic. In addition to land use needs, Wilmington has developed policies on inter-connectivity of streets, bicycle and pedestrian facilities and site design that affects the transportation network. Short-term measures to address area traffic congestion include items such as changing the configuration of intersections through striping and other non-construction methods and adjusting traffic signals to meet increasing demands on the system.

Additional improvements to the transportation network include the possibility of passenger rail service to the area. Wilmington is working with other local jurisdictions and the North Carolina Department of Transportation to determine the feasibility of developing a multi-modal transfer facility to integrate public transportation with rail service.⁹

3. Storm Water Management

In addition to the functions related to public facilities described above, the Engineering Division, Development Services Department, is also responsible for the administration of the storm water management program, which includes the improvement of public storm water facilities. The Public Facilities and Services Department maintains the storm water facilities.

C. Public Services

1. Services for the Disabled

The New Hanover County Department of Social Services provides services in Wilmington. Adult Protective Services investigates reports of abuse, neglect or exploitation of disabled adults. Adult services works with elderly and disabled individuals and their families to develop a plan for supportive services in their home, an adult care home or nursing home.

The Southeastern Center for Mental Health, among other things, administers the Adult Developmental and Vocational Activity Program. Organized activities are provided for adults to prepare them to live and work as independently as possible. Services extended to participants include vocational evaluation and training, supported employment, adult basic education and case management.

At the state level, services for the disabled are administered by the North Carolina Department of Health and Human Services. The Division of Services for the Blind includes programs and services related to education, independent living, vocational rehabilitation and the prevention of blindness. The Division of Services for the Deaf and Hard of Hearing offers interpreter services, advocacy, access to technology and coordination of human services. The Division of Vocational Rehabilitation offers training and services to the disabled that help them live independently and obtain jobs.

In Wilmington, the Coastal Enterprises of Wilmington offers sheltered workshops. These workshops provide job training for people with disabilities.

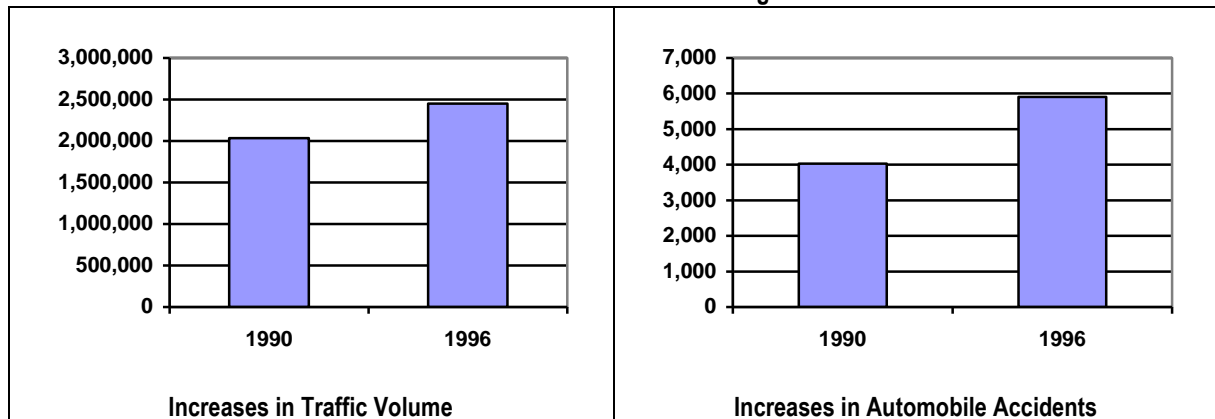
Special Olympics is an international program of year-round sports training and athletic competition for more than one million children and adults with mental retardation. This program is made possible by a variety of organizations including the City of Wilmington and New Hanover County.

2. Transportation

Based on a study of traffic on certain streets in Wilmington, the city identified an increase in traffic of 20% from 1990 to 1996. Traffic on many of the selected streets exceeds the streets' satisfactory operating capacity. As the volume of traffic increases, so do the incidents of automobile accidents. (See Table 33)

In addition to increasing traffic in the City of Wilmington, city staff points to limited mass transit service as a major concern related to transportation. Current mass transit service runs on limited hours with no evening or weekend service. This makes it difficult for

Table 33. Comparison of Increases in Traffic Volume to Automobile Accidents in Wilmington



many works to use the service for commuting. Mass transit routes do not serve many lower income neighborhoods, which makes the service unavailable to those who would likely benefit most financially from access to the service.

The City of Wilmington is working in cooperation with other jurisdictions to develop an area-wide approach to address the increased volume of traffic resulting from new development, growth in tourism and growth of area institutions. In addition to capital improvements to the infrastructure discussed above, needed improvements to Wilmington's transportation plan include items such as expanded transit service, van-pooling, ride sharing incentives and incentives for employers to adopt alternate, off-peak work hours.¹⁰

For Medicaid recipients, the New Hanover County Department of Social Services provides transportation services so that lower income persons can make medical appointments.¹¹

3. Substance Abuse Services

Substance abuse services are available in Wilmington from the Coastal Horizons Center, a private, nonprofit service delivery

agency serving New Hanover, Brunswick and Pender counties. The center provides assistance to those in need of prevention, crisis intervention, criminal justice alternatives, community outreach and substance abuse treatment.¹²

4. Employment Assistance

The North Carolina Department of Commerce, Division of Employment and Training administers workforce programs on a statewide basis. These programs help prepare those facing economic disadvantage, job loss and other serious barriers to employment for participation in the labor force. Providing support training and other services, these programs result in increased employment and earnings, increased educational and occupational skills and decreased welfare dependency. Job training activities and services are offered through a network of 25 local Workforce Development Boards.¹³

In the Wilmington area, the Cape Fear Service Delivery Area Job Training Consortium (CFSDA)—representing the four counties of Brunswick, Columbia, New Hanover and Pender—appoints the local board and is responsible for providing employment and training activities. Individ-

uals access services through local JobLink Career Centers—in New Hanover County, this is the Employment and Security Commission/JobLink. The JobLink Career Center provides job seekers a single place to address their employment and training needs. Job seekers services include:¹⁴

- Assessment
- Career information/development
- Job search training
- Resume preparation
- Interview preparation
- Job application assistance
- Job placement services for persons with disabilities
- Support services
- Information and referrals
- School-to-work connections
- Unemployment insurance information
- Financial eligibility/sponsorship determination
- Labor market information
- Occupational/literacy training

Based in Wilmington, the New Hanover County Department of Social Services operates the Work First program. Work First provides time limited financial assistance to lower income families while emphasizing personal responsibility and moving toward work.¹⁵

5. Health Services

Health Services are available through the New Hanover County Health Department, which is responsible for protecting the public health and environment, promoting healthy living and enhancing the quality of life through preventative, restorative, environmental and educational services. With a staff of 185, the department provides services through a series of divisions, including:

- Child Health
- Communicable Disease
- Community Health
- Dental Health
- Environmental Health
- Laboratory
- Nutrition
- Women's Health Care

Through a chain of offices and clinics, primarily located in Wilmington, the department carries out a diverse array of services, such as:

- Ensuring quality and accessible health services
- Providing prenatal care
- Identifying and treating people exposed to communicable diseases
- Promoting healthy living behaviors
- Conducting public education¹⁶

In addition, medical assistance is available from the New Hanover County Department of Social Services. Medicaid, for families, children and adults, provides access to needed medical services for lower income people that meet eligibility criteria. Medicaid pays for doctor's visits, prescription drugs, outpatient services and hospitalization.¹⁷

D. Public Safety Programs

1. Police Department

The Wilmington Police Department uses community-policing strategies to promote safe neighborhoods and reduce the fear of crime. The Police Department is structured into six divisions:

- Administration
- Support Services
- Professional Standards
- Criminal Investigation

- Community Policing
- Special Operations

The Administration and Support Services Divisions are responsible for the overall management of the department, records, property and evidence. The Administration Division is headed by the chief of police who oversees the distribution of service for more than 258 police personnel. The chief's primary responsibility is ensuring the safety of the citizens of Wilmington and its officers. Support Services maintains and controls department information for records, personnel, budget, grants and logistics.

The Professional Standards Division is comprised of Internal Affairs, Recruitment and Training and Policy/Inspection.

Criminal Investigation prepares cases for criminal trials, recovers property, targets gang activity and illegal alcohol outlets, and handles youth-related incidents.

Community Policing oversees police patrols for the city.

Special Operations is comprised of specialized enforcement units such as traffic, reclamation, mounted and bike patrol.

Several community crime-prevention initiatives have been started in Wilmington. The Neighborhood Officer-in-Residence Program (COP) provides officers the opportunity to rent a home in an at-risk neighborhood and then purchase a home in a similar neighborhood after two years. Under the Senior Citizens Security Devices Program, up to 50 free security systems are provided to elderly residents. In addition, a new program is under development to place more officers on foot in neighborhoods to increase their visibility and make them more accessible to neighborhood residents.

2. Fire Department

The Wilmington Fire Department is divided into five divisions:

- Administration
- Support Services
- Fire Prevention and Investigations
- Firefighting
- Hazardous Materials

The Administration and Support Services Divisions are responsible for the overall management of the department, equipment maintenance and training functions.

The Fire Prevention and Investigations Division inspects and permits all public buildings and businesses for compliance with applicable building and fire safety codes. The division also investigates fires that are suspicious or involve injury, death or large property loss.

The Firefighting Division responds to fire calls and serves as a first responder for other emergencies. Firefighting operates from 10 fire stations located throughout Wilmington.

The Hazardous Materials Division responds to hazardous material incidents.

As Wilmington grows through annexation, additional personnel will be needed to maintain an acceptable level of services for its citizens.¹⁸

E. Youth Programs

The Wilmington Department of Public Facilities and Services operates seven housing centers located in inner-city communities. The centers provide support and positive social outlets for youth. Recreation programs, such as arts and crafts, athletics and trips, are offered to children in the

community. Educational programs are also provided. Other city programs for children and youth—that complement many nonprofit programs operated in the area—include:

- Fit for Fun Center is a parent-child interaction center where parents and their children up to the age of five can participate in meaningful learning activities and fun
- Breakaway Series is an innovative new program for youth ages nine to 13, where participants explore new activities

The New Hanover County Department of Social Services, based in Wilmington, provides services for children. Childcare subsidies are available for lower income families that are employed. Limited day care is also available for eligible families. Children's Protective Services investigates reports of abuse, neglect or dependency of children. Children's Services works with families to develop plans for safety of children, arrange foster care placements and complete home assessments.¹⁹

F. Senior Programs

With an increasing elderly population services and programs that meet the needs of older citizens are important to meeting the needs of the community as a whole. Various state and local agencies provide services specifically for the elderly.

Wilmington's seniors program—for adults 55 and older—provides seniors the opportunity for social interaction and physical activity. A wide variety of programs is offered including athletics, book clubs, music and crafts.

Based in Wilmington, the New Hanover County Department of Aging offers a variety of recreational, educational and social programs to older adults throughout

the county. The department provides services encouraging independent living for older persons.²⁰ Services include operating a Senior Center, providing transportation, providing adult day care, managing nutrition and delivered meals programs, coordinating volunteer activities and providing in-home services.

The New Hanover County Department of Social Services provides services in Wilmington to the elderly. Adult Services works with elderly and disabled individuals and their families to develop a plan for supportive services in their home, a rest home or nursing home.²¹

G. Economic Development

The City of Wilmington is impacted by local business activity to a large degree. As business activity changes, personal income, property values and the employment base are all affected. While there have been some recent downturns in the local economy—slight increase in unemployment, leveling off of jobs, declining building permits and slowdown in retail sales—local economists predict improvement in 2002.²² In addition, access to affordable transportation by low- and moderate-income residents is considered by the Wilmington Affordable Housing Coalition to be a major factor in economic development.

Funding for economic development activities is available from the North Carolina Department of Commerce through its allocation of Community Development Block Grant (CDBG) funds. The department provides grants to local governments for creating and retaining jobs. Funds are available for public facilities to service a specific business or as direct loans to private businesses. In addition, the North Carolina State Development Zone program offers incentives for businesses that locate in

**Table 34. Non-Housing Community Development Needs in Wilmington
(HUD Table 2B)**

Description of Non-Housing Community Development Needs		Estimated Dollars to Address
Public Facility Needs	Neighborhood Facilities Parks and/or Recreation Facilities Health Facilities Parking Facilities Solid Waste Disposal Improvements Asbestos Removal Non-Residential Historic Preservation Other Public Facility Needs	\$50 million
Infrastructure	Water Improvements Street Improvements Sidewalks Sewer Improvements Storm Water Improvements Other Infrastructure Needs	\$50 million
Public Service Needs	Handicapped Services Transportation Services Substance Abuse Services Employment Training Health Services	\$4 million
Anti-Crime Programs	Crime Awareness/Prevention	\$1 million
Youth Programs	Youth Centers Child Care Centers Youth Services Child Care Services	\$10 million
Senior Programs	Senior Centers Senior Services	\$3 million
Economic Development	Rehabilitation of Publicly or Privately Owned Commercial and/or Industrial CI Infrastructure Other Commercial and/or Industrial Improvements Micro-Enterprise Assistance ED Technical Assistance Other Economic Development	\$6 million
Planning	Planning and Code Enforcement Services	\$1 million
Total Estimated Dollars Needed		\$125 million

designated development areas within the city. These incentives include business tax credits and priority consideration for CDBG funding.²³

H. Planning

The Wilmington Planning Division, Development Services Department, works with citizens to provide positive, comprehensive and visionary community planning assistance to improve the quality of life in the city. The division provides staff support to

Wilmington's boards and commissions, including the City Council, Planning Commission, Historic District Commission and Board of Adjustment.²⁴

The Planning Division also studies potential Brownfield sites to determine the environmental impact, what needs to be cleaned and how sites can be redeveloped. The city is currently completing environmental site assessments at four and expects to add another site in 2002.

II. Non-Housing Community Development Strategies

Estimated funds needed to address non-housing community development needs in Wilmington are shown in Table 34. Specific strategies to address these needs follow.

A. Infrastructure and Public Facilities

The city should consider conducting an inventory of infrastructure needs by neighborhood to help ensure that limited resources are directed where the needs are greatest. CDBG funding will be limited to projects that are necessary to carry out specific affordable housing and economic development initiatives. (HOME funds cannot be used for public facilities or infrastructure activities not associated with a specific HOME-funding housing activity.) Wilmington's five-year strategies include:

- Fund infrastructure improvements for affordable housing developments, especially where state, federal or tax credit monies can be leveraged
- Earmark CDBG funds for infrastructure improvements, particularly for housing that serves very low-income families or individuals
- Develop a mass transit master plan by June 2004
- Complete a detailed parks and recreation plan by June 2003
- Ensure neighborhoods of all types and costs have equal opportunity and access to amenities such as shopping, convenience needs, jobs, transportation, open space and recreation

B. Public Services

The capacity of the city's CDBG program to address public service needs is extremely limited. CDBG regulations restrict funding

for the operation of public services to no more than 15% of the annual CDBG budget. This averages each year between \$200,000 and \$210,000. The strategy over the next five years will be to support those public services that directly support housing, economic development or crime activities that meet the strategies set forth by the Wilmington City Council.

In allocating funds, an agency's ability to use CDBG funds to leverage outside funding will be a major factor. Funding consideration will also be given to agencies demonstrating a high level of coordination among other local agencies and to those agencies with a well-developed evaluation process. In addition, agencies funded by CDBG and HOME will be expected to participate in technical assistance programs for capacity building.

C. Economic Development

During the production of this plan, the city is investigating ways to address economic issues in Wilmington. As the fiscal year 2002 through 2003 progresses, we will know more about the strategies needed to implement any plans for economic development over the next five years.

Meanwhile, specific strategies include:

- Support the development of micro-enterprises and small businesses through capacity building and resource identification
- Support the development of job training and job placement programs for the homeless and those individuals who have the most difficulty in obtaining and keeping jobs
- Collaborate with the city's efforts to develop and implement a plan for recruiting and retaining diverse, high paying jobs including financially feasible

incentive packages and partnerships with local educational institutions and other economic development organizations

- Provide appropriate local and regional infrastructure to support desired growth patterns including transportation, water, sewer and storm water systems as well as recreation, open space, cultural arts and beautification efforts
- Proactively plan for growth through long-term land use plans to emphasize efficient development patterns that minimize infrastructure costs and ensure availability of adequately zoned and serviced land

C. Economic Development

- Assist 50 small businesses over the next five years or 10 per year, with capacity building or loans
- Train and place 20 homeless individuals in local jobs—moving them from homelessness to viable citizens of the community
- Create 20 new jobs over the next five years through economic development lending

III. Performance Targets

A. Infrastructure and Public Facilities

- Support the Wilmington Housing Authority's efforts to replace former public housing developments with new construction by providing funding assistance for infrastructure for a minimum of three years between 2002 and 2007.
- Provide funding for at least one public facility each year over the next five years.

B. Public Services

- Allocate 10 to 15% of annual CDBG funding to public service agencies each year
- Provide funding for at least three homeless, supportive service agencies each year
- Collaborate with local agencies to provide technical assistance and capacity building for a minimum of one agency carrying out a new public service activity

Notes and References

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Anti-Poverty Strategy

I. Overview

HUD requires Wilmington to describe its “goals, programs and policies for reducing the number of poverty-level families.” An assumption is made here that “poverty-level” income is roughly equivalent to income below 30% of the area median income (AMI), adjusted for family size. For Wilmington, this would be households earning \$14,010 or less.

While the city will make every effort to support the continued need to provide food, shelter and clothing to the most visible individuals and families in this group—the homeless—the city also recognizes that this is purely crisis intervention. The most beneficial way we can help to fight poverty in our city is to be part of a collaborative effort to provide those supportive services that will remove individuals and families from the streets into transitional housing and jobs programs. The main goal is to provide a mechanism to allow people to change their lives, obtain permanent jobs and education, move into permanent housing and become viable citizens of our community. A secondary goal is to assist those individuals and families that are presently in public housing and transitional housing to obtain better jobs and permanent affordable housing.

II. Strategies

The following strategies will help us to attain these goals:

A. Civic Partnerships

- Continue a close working relationship with agencies such as the Tri-County Homeless Interagency Council and the Wilmington Housing Authority

- Support collaborative efforts within the community between homeless agencies, the religious community, the private housing and economic sector and other public organizations
- Set aside a minimum of \$50,000 each year of CDBG or HOME funding for housing programs to benefit the homeless or those at risk of homelessness
- Raise public awareness and celebrate success stories at every opportunity
- Work to minimize NIMBY¹ issues and encourage mediation to resolve land-use debates

B. Affordable Housing

- Increase the availability transitional housing
- Increase number of available emergency shelter beds
- Increase the affordable housing stock
- Preserve long-term affordability
- Incorporate universal design (accessibility into new housing, especially transitional and multi-family
- Address rental issues through revision of the city’s rental rehabilitation program; and examine the possibility of landlord and tenant education programs
- Continue support of the city’s emergency repair and housing rehabilitation programs to help prevent loss of homeownership
- Stabilize deteriorated neighborhoods according to City Council strategies
- For non-housing activities, set aside CDBG funds for infrastructure improvements for developments serving very low-income families and individuals

- Provide more opportunities for high-density, affordable housing through the Unified Development Ordinance
- Address the possibility of waivers or discounts for development fees for affordable housing and inner-city projects

C. Economic Development

- Increase economic capacity and opportunities for very-low income persons by emphasizing job development, education, training and placement
- Support small business expansion
- Support existing initiatives and programs already underway, for example, WorkFare and WorkFirst, self-help initiatives

D. Non-Housing Community Development

- Support programs that provide supportive services to the homeless or those at risk of being homeless
- Support those agencies involved in serving at-risk youth

Notes and References

¹ NIMBY is an acronym for Not-In-My-Back-Yard.

Institutional Structure and Coordination of Resources

Wilmington has an active housing delivery system that includes many organizations with expertise in providing housing. A variety of federal, state and local resources are used to make housing affordable—both homeownership and rental housing opportunities. Affordable housing subsidies offered by public agencies leverage private funds, stretching public funds to serve more households. In Wilmington, as in most cities, housing is made available in response to market demand. There are two main components of the delivery system—the private sector and government. The planning and implementation of affordable housing strategies in Wilmington relies on formal and informal coordination among the public and private entities. Efforts to make this system more efficient will be made in cooperation with organizations such as the Wilmington Affordable Housing Coalition.

I. Public Institutions

A. Wilmington Housing Authority

The Wilmington Housing Authority uses funding from the U.S. Department of Housing and Urban Development (HUD) to address the need of housing for low- and moderate-income persons. It helps to increase the housing stock by providing decent, safe and sanitary housing for Wilmington's very low-, low- and moderate-income persons who need assistance. Several programs and methods are used to provide affordable housing including maintenance of conventional public housing, providing tenant- and project-based rental assistance, and development of homeownership and lease purchase projects.

B. City of Wilmington

The City of Wilmington's Community Development Division, Development Services Department, supports affordable housing activities by providing assistance with land acquisition and infrastructure for projects related to affordable housing and by administering four programs to expand housing opportunities. These include the following:

- Home Ownership Pool (HOP)
- Housing rehabilitation, lead-based paint and historic preservation
- Emergency repairs
- Rental rehabilitation

C. North Carolina Housing Finance Agency

The North Carolina Housing Finance Agency provides subsidies to developers for homeownership and rental housing projects through low-interest loans, taxable and tax-exempt mortgage bonds and low-income housing tax credits from the U.S. Treasury Department.

II. Private Organizations

A variety of for-profit and nonprofit organizations build and manage affordable housing or provide housing-related services to low- and moderate-income households. While many agencies and organizations are involved in providing affordable housing opportunities, some of the larger entities include the following:

A. Community Housing Development Organizations and Community Development Corporations

Community Housing Development Organizations (CHDO) and Community Development Corporations (CDC) are local, community-based nonprofit organizations that focus some or all of their affordable housing activities in neighborhoods needing revitalization. Three CHDO's (one of which is a CDC) operate in Wilmington:

- Cape Fear CDC
- A.M.E. Zion Housing Development Corporation
- Harbor Foundation

B. Habitat for Humanity International

This national nonprofit organization works through local affiliates to build modest homes for very low-income households that are first-time homebuyers.

C. Wilmington Housing Finance Development, Inc.

A nonprofit agency, Wilmington Housing Finance Development, Inc. works in partnership with public and private agencies to expand affordable housing efforts including owning and managing rental housing, constructing single-family and multi-family units, providing homebuyer assistance and providing homebuyer counseling.

D. Human Service Organizations

Local nonprofit organizations are involved in providing multi-family housing, emergency shelters, transitional housing for homeless people and group homes for people with physical or mental disabilities,

substance abuse problems or HIV/AIDS. Most provide housing-related services such as homeownership counseling, case management, childcare, parenting classes and education. Some provide job counseling and job placement services.

Annual Action Plan

Just as the Five-Year Consolidated Plan identified community development and housing needs, priorities and objectives for the five-year period 2002-2007, so the Annual Action Plan provides a one-year strategy, showing how the city intends to utilize available resources (including CDBG and/or HOME or other funds) to address those identified needs, priorities and objectives.

In conjunction with the Five-Year Plan, the city held several community meetings and met with several groups within the low-income neighborhoods to receive citizen input. All notices for public hearings before the city council were advertised in three local newspapers and on GTV, in both English and Spanish. (See Appendix B.) The program year 2002-2003 Annual Action Plan describes the proposed projects to be undertaken, along with the resources the city expects to be available, to address the ongoing needs of low- and moderate-income citizens of the City of Wilmington.

The city will actively seek to make its programs more efficient and effective in meeting the needs of the community and addressing some of the problems faced by its low- and moderate-income citizens, and will accomplish its objectives for 2002-2003 with a combination of CDBG and HOME funding, projected program income, and local funds allocated from the city's general revenue. Additional CDBG and HOME funds unexpended in prior years will be re-appropriated for new activities. Amendments to the plans for those prior years were advertised according to Wilmington's Citizen Participation Plan and HUD regulations; and public meetings were held to

inform citizens, so they could determine the degree to which they would be affected.

A breakdown of the use of funds for 2002-2003 can be seen in Table 35 through Table 41. Funds will be spent on eligible housing and community development activities within the city limits and will be consistent with achieving the objectives and priorities of the city's Five-year Consolidated Plan. All of the programs funded with both the CDBG and HOME allocation will be administered through the city's Community Development Division, Development Services Department. The City of Wilmington will maintain a HOME Program match log that evidences compliance with the HOME Program matching requirements. The city expects to have excess matching dollars during the term of this plan.

When HOME funds are used to finance a homebuyer program, properties must remain affordable in accordance with HOME guidelines for the applicable number of years from the date of initial purchase. The affordability must continue upon resale to subsequent low-income buyers. If resale is not to subsequent qualified low-income buyers, the balance of the loan is immediately due and payable to the city at resale. Recaptured funds will be returned to the HOME trust fund and used for additional HOME activities in accordance with the city's recapture policies and procedures.

The city has not identified an "urgent need" activity for the upcoming year. In the event that an "urgent need" is identified during the year, all guidelines for implementing an "urgent need" activity will be followed.

I. CDBG and HOME Proposed Funding

In 2002-2003, the City of Wilmington is expected to receive \$953,000 of entitlement funds for CDBG and \$620,000 for HOME. The allocation of CDBG funds and other resources will be used to provide funding for the eligible activities listed in the following tables. Detailed descriptions of individual activities can be viewed in Appendix F.

A. Leveraging Private and Non-Federal Funds

Community Development Block Grant and HOME funds will be leveraged with private and non-federal public sources through programs such as Rental Rehabilitation, Home Ownership Pool, Historic Preservation, Lead Based Paint Hazard Reduction and Home Maintenance. These programs leverage federal funds with general funds and bank financing in an effort to maximize the investment of federal funds.

Federal funds will also be leveraged through collaborative partnerships with non-profit agencies that provide housing and various community and economic development programs. These agencies use a combination of federal funds, private donations, local grants and volunteer labor to meet affordable housing and human service needs. The City of Wilmington will continue to seek opportunities to leverage federal funds with resources from private and non-federal sources.

**Table 35. Summary of CDBG Projected Revenues
2002-2003 Program Year**

Revenue Source	Budget
Entitlement	\$953,000
Revolving Funds	345,000
Program Income	45,000
Total	\$1,343,000

**Table 36. Summary of CDBG-Funded Projects from Entitlement and Projected Program Income
2002-2003 Program Year**

Category	Project Title	Budget
Housing	Housing Rehabilitation/Reconstruction (Revolving Fund)	\$270,000
	Housing Ownership Pool Loan (HOP Revolving Fund)	75,000
	Emergency Repair	63,210
	Project Delivery Costs	150,000
	Subtotal	\$540,000
Public Improvements	Code Enforcement	\$140,000
	Wilmington Housing Authority, Jervay – Infrastructure	200,000
	Voluntary Demolition	40,190
	Subtotal	\$380,190
Public Services	Public Service Agencies*	\$205,000
Administration and Planning	Community Development Administration and Planning	\$199,600
Total CDBG, Revolving Funds and Program Income		\$1,343,000
* Number, type of public service agencies and amount funded for each will be determined during the City Council budget process at the end of FY 2001-2002.		

Annual Action Plan

Table 37. Summary of CDBG–Funded Projects From Re-Allocated Funds Available From Prior Years

Program Year	Original Project	Proposed Project	Original Budget	Proposed Budget
CDBG 1993-1994	Relocation (03/03/2002)	Demolition/Lot Clearing	\$16,653.81 —	\$6,653.81 10,000.00
CDBG 1995-1996	Economic Development (Small Business)	Economic Development Small Business*	7,377.50 —	.50 7,377.00
CDBG 1996-1997	Economic Development (Castle Street)	Economic Development Small Business*	20,459.30 —	.30 20,459.00
	Public Services (Community Boys & Girls Club and Head Start)	Public Service*	414.00 —	— 414.00
CDBG 1997-1998	Economic Development (Castle Street)	Housing*	16,832.09 —	.09 16,832.00
	Economic Development (Miscellaneous)	Public Facilities*	19,477.60 —	77.60 19,400.00
	Housing (Habitat For Humanity)		924.00	924.00
	Public Services (Bottom Neighborhood and St. Mary's)	Public Service*	2,275.51 —	.51 2,275.00
CDBG 1998-1999	Economic Development (Castle Street)	Housing*	17,000.00 —	— 17,000.00
	Economic Development	Housing* Public Facilities*	32,046.23 — —	8,802.23 13,244.00 10,000.00
	Economic Development (Small Business)		10,051.02	10,051.02
	Lot Cleaning		12,115.38	12,115.38
	Public Services (Head Start, Neighborhood Grants and St. Mary's)	Public Service*	10,002.15 —	2.15 10,000.00
CDBG 1999-2000	HOP Loans		83,825.13	83,825.13
	Economic Development (Castle Street)		15,700.00	15,700.00
	Public Facilities (Headstart)	Public Facilities	5,600.00 —	— 5,600.00
	Public Services (Community Boys & Girls Club, Headstart, St. Mary's and VOA—Willow Pond)	Public Service*	10,108.15 —	108.15 10,000.00
CDBG 2000-2001	HOP Loans		175,000.00	175,000.00
	Economic Development (Small Business)		112,475.00	112,475.00
	Economic Development (Small Business)		20,000.00	20,000.00
	Public Services (Family Services ASE, Headstart, Good Shepherd and VOA—Willow Pond)	Public Service*	7,609.62 —	.62 7,609.00
CDBG 2001-2002	Public Facilities (WHFD)	Public Facilities*	100,000.00 —	— 100,000.00
Total CDBG Available From Prior Years)			\$695,946.49	\$695,946.49
* Number and type of agencies funded, and amount funded for each will be determined during the city council budget process at the end of Fiscal Year 2001-2002.				

**Table 38. Summary of HOME Projected Revenues
2002-2003 Program Year**

Revenue Source	Budget
Entitlement	\$620,000
Program Income (Projected and Prior Years)	86,565
Total	\$706,565

**Table 39. Summary of HOME-Funded Projects from Entitlement and Projected Program Income
2002-2003 Program Year**

Category	Project Title	Budget
Housing	Housing Rehabilitation/Reconstruction/Relocation (Program Income)	\$86,565
	CHDO Administration	30,000
	CHDO: A.M.E. Zion	300,000
	CHDO: Harbor Foundation	160,000
	WHFD	80,000
	Subtotal	\$656,565
Administration	HOME Administration	\$50,000
Total HOME and Program Income		\$706,565

Table 40. Summary of HOME-Funded Projects from Funds Available Before 2002

Program Year	Project Title	Budget
HOME 1999-2000	Housing Rehabilitation	\$157,636.63
HOME 2000-2001	Housing Rehabilitation	348,000.00
	CURE AIDS Village (re-allocate to Housing Rehabilitation)	71,000.00
Total HOME Available from Previous Years		\$576,636.63

**Table 41. Revised Budget for HOME-Funded Projects
2001-2002 Program Year**

Category	Project Title	Budget
Housing	Housing Rehabilitation/Reconstruction/Relocation	\$164,695
	CHDO: A.M.E. Zion	288,200
	CHDO: Harbor Foundation	100,000
	CHDO: Cape Fear CDC	30,130
	Continuum of Care Subsidy (formerly VOA)	50,000
	Subtotal	\$633,025
Administration and Planning	HOME Administration	\$50,000
	CHDO Administration	31,000
	Subtotal	\$81,000
Total HOME and Program Income		\$714,025

II. Proposed Activities and Projects

Following are brief descriptions of each funding area. Detailed descriptions of individual activities can be found in a later section.

A. CDBG Projects

1. Housing

The city will continue to utilize CDBG and HOME funds to make low-interest loans to rehabilitate sub-standard housing citywide. The well-established Home Ownership Pool (HOP) will also continue being funded through CDBG and with General Fund monies. While the city has provided emergency repair grants for several years, the program will be treated as a separate funding category, to be paid for with program income. The city will continue to support grants for lead-based paint abatement and historic preservation for homeowners who receive a housing rehab loan. The delivery of these programs will be funded through "Project Delivery Costs" to support the direct costs related to housing rehabilitation, inspections, work write-ups, housing counseling and professional services.

Other housing-related activities to be funded with CDBG prior years' unexpended funds include acquisition of property for development of affordable housing.

2. Public Improvements

Code enforcement is an ongoing program to reduce slum and blight in targeted areas. Added to this activity in 2002-2003 is the "Voluntary Demolition" program to expedite the reduction of slum and blight in low- and moderate-income areas. Eligible owners may receive financial assistance to eliminate the code violation. This will minimize the

number of involuntary cases, liens and subsequent foreclosures.

This program year will also be the second of a three-year commitment toward infrastructure for the Wilmington Housing Authority and its Jervay HOPE VI project.

3. Public Services

The capacity of the city's CDBG program to address public service needs is extremely limited. CDBG regulations restrict funding for the operation of public services to no more than 15% of the annual CDBG budget. This averages each year between \$200,000 and \$210,000. The strategy is to support those public service agencies that directly support housing, economic development or anti-crime activities and that meet the strategies set forth by the Wilmington City Council.

In allocating funds, an agency's ability to use CDBG funds to leverage outside funding is a major factor. Funding consideration is also given to agencies demonstrating a high level of coordination with other local agencies and to those agencies with a well-developed evaluation process. In addition, agencies funded by CDBG will be expected to participate in technical assistance programs for capacity building.

4. Economic Development

In an effort to create more small businesses, the city has allocated funds to assist with the development of small businesses. The implementation of the Economic Development Revolving Loan Fund, from prior years, will be a priority for 2002-2003, as will job placement for the homeless.

5. Administration (CDBG)

The city will utilize CDBG funds to provide staff administrative oversight, planning and compliance activities for all the CDBG programs.

B. HOME Projects

1. Housing—General

The city will continue to utilize CDBG and HOME funds to make low-interest loans to rehabilitate sub-standard housing in targeted neighborhoods. Unexpended funds from prior years will also be re-allocated to support this program.

Additional opportunities for affordable housing will be made possible through non-profit organizations constructing or rehabilitating single-family housing or providing housing for the homeless as recommended by the Tri-County Homeless Interagency Council. A set-aside for such housing will be made available through unexpended funds from prior years.

2. Housing—Community Housing Development Organizations

HUD requires that at least 15% of HOME funds be appropriated to Community Housing Development Organizations (CHDO's) to develop affordable housing opportunities for low-income residents. In addition, the city provides approximately \$30,000 each year to be divided between the CHDO's for administrative expenses.

3. Administration (HOME)

The city will utilize HOME funds to provide staff administrative oversight, planning and compliance activities for all the HOME programs.

III. One Year Performance Targets

A. Housing Performance Targets

The City of Wilmington will endeavor to meet specific targets (Table 42) for affordable housing production assisted with HOME, CDBG or city General funds for program year 2002-2003. Although we hope and intend that private sector production (not assisted with federal funds) will play a major role, we do not think it appropriate to set specific targets for their production.

**Table 42. Housing Production Targets
2002-2007 and Program Year 2002-2003**

Program or Activity	Number of Households									
	Five-Year Goals					One-Year Goals				
	Low/Moderate Income	Elderly	Homeless	Special Needs	Total	Low/Moderate Income	Elderly	Homeless	Special Needs	Total
Home Ownership Pool (HOP)	115	5	0	10	130	19	1	0	2	22
Rental Rehabilitation	30	0	0	0	30	6	0	0	0	6
Owner Rehabilitation	120	0	0	0	120	24	0	0	0	24
Continuum of Care Rental Housing	0	0	60	0	60	0	0	10	0	10
Single-Family New Construction (CHDO)	65	0	0	0	65	13	0	0	0	13
Single-Family New Construction (Nonprofit)	25	0	0	0	25	5	0	0	0	5
Multifamily New Construction	30	10	0	10	50	10	0	0	0	10
Total	385	15	60	20	480	77	1	10	2	90

Table 43. One-Year Performance Targets 2002-2003

Affordable Housing	Continue to assist with the development of a Wilmington Affordable Housing Coalition
	Work with the Wilmington Affordable Housing Coalition to investigate the possibility of creating a land trust
	Continue to work on the Unified Development Ordinance
	Begin development of a Northside Neighborhood Master Plan
	Work with at least one agency in the private sector (for-profit and nonprofit) to increase the affordable housing units constructed or rehabilitated—both rental and homebuyer:
	Produce a study on impediments to fair housing and barriers to affordable housing
Regulatory Issues	Update the zoning regulation on residential care facilities to be consistent with the latest case law, the American with Disabilities Act and the Fair Housing Act and provide an up-dated set of regulations that govern care facilities that accommodate people with special needs
	Investigate the possibility of establishing redevelopment or conservation areas and the need for such areas in the City of Wilmington
	Investigate the process involved in reducing development fees and assessments for affordable housing
NIMBY (Not In My Back Yard) Opposition	Work with the Wilmington Affordable Housing Coalition to develop educational materials or programs to counteract “NIMBY” opposition
Historic Preservation	Work with city and state historic preservation staff to better understand and educate those involved in affordable housing on local and state regulations
	Work with city and state historic preservation staff to investigate the possibility of re-implementing the Memorandum of Understanding between the city and the state
Homelessness	See homeless strategies on page 85
Housing for Persons with Special Needs	See “Regulatory Issues” above
	Work with the Wilmington Housing Authority to encourage the continued priority in Section 8 vouchers for people with special needs, victims of domestic violence, elderly and the homeless
	Make at least eight emergency repair grants to people with special needs, especially for elderly residents on fixed-incomes
	Encourage accessibility (universal design) in all housing developments and especially in programs funded by the city
Code Enforcement	Attempt to stabilize neighborhoods by implementing a voluntary demolition and lot-cleaning program to expedite the reduction of slum and blight in low- and moderate-income areas.
	The City will reduce conditions leading to slum and blight by continuing to enforce the following codes with the following goals for 2002-03: <ul style="list-style-type: none"> • Minimum Housing—demolish 10 and rehabilitate 60 structures • Abandoned Structures—demolish 2 and rehabilitate 2 structures • Demolition by Neglect—rehabilitate 40 structures • Junk Vehicles—remove 300 junk vehicles • Public Nuisance—clean 100 lots
Lead-Based Paint (LBP) Hazards	Work with the New Hanover County Health Department to educate the public on the risks of lead-based paint
	Provide at least one LBP training program to local contractors
	Address LBP hazards in all housing rehabilitation projects funded by CDBG or HOME
Public Awareness and Civic Partnerships	Work with at least one Hispanic organization to develop better communication with the Hispanic community.
	Participate in at least one community education program on affordable or fair housing issues
	Publicize the Annual Action Plan for 2003-2004 and the Consolidated Annual Performance and Evaluation Report according to the Citizen Participation Plan
	Produce at least two press releases or provide at least two success stories to the media on a CDBG or HOME activity

Table 44. Non-Housing, One-Year Performance Targets 2002-2003

Category	Activity	Amount	People Served	Date to be Completed
Infrastructure and Public Facilities	Wilmington Housing Authority – Jervay Infrastructure	\$200,000	—	—
	Provide funding for three public facilities*	135,000		
Public Services	Public Service Agencies*	205,000	1,800 People	06/30/2003
	Public Service Agencies Funded From Prior Year Funding*	30,298	(See Above)	06/30/2003
Economic Development	Small Business Development*	27,838	25 Jobs	06/30/2003

* Number and type of agencies funded, and amount funded for each will be determined during the city council budget process at the end of Fiscal Year 2001-2002.

IV. Geographic Distribution

Although most of the services proposed by the City of Wilmington will be provided city-wide on a scattered site basis, the city will be developing neighborhood plans to address specific issues in at least one low-income area.

V. Homeless and Other Special Populations

Homelessness is a high priority for the City of Wilmington. Staff will continue to work closely with the Tri-County Homeless Interagency Council and include the Council's recommendations in the decision-making process for expending CDBG and HOME funds on homeless-related programs. The city will stress the importance of Universal Design and accessibility in the construction of all affordable housing. City staff will also work with The Arc of North Carolina over the next year to identify and prioritize those issues relating to persons with special needs. The following are specific targets for 2002-2003:

- Provide an additional 10 units of housing for homeless individuals and families.
- Provide support for the construction of a new homeless shelter.
- Provide support for public service agencies that serve the homeless, with

emphasis on victims of domestic violence.

- Provide support for at least one jobs' training and placement program that serves a homeless population.

VI. Public Housing

The city's Community Development staff maintains ongoing discussions with the Wilmington Housing Authority (WHA) concerning a variety of common interests related to the potential for developing additional affordable housing units and rental assistance. During 2002-2003, the city proposes to use CDBG funds to help support the infrastructure for Jervay, a HOPE VI project; and HOP staff will work closely with WHA to provide housing loans to Jervay residents whenever possible. This assistance from the city is consistent with the WHA's own Five-Year and Annual Action Plan.

VII. Anti-Poverty Strategy

The Anti-Poverty Strategy for the Annual Action Plan is the same as that described on page 76 of the Five-Year Consolidated Plan.

VIII. Underserved Needs

The activities proposed for program year 2002-2003 are designed to address underserved needs. Both CDBG and HOME funds

are proposed to be used in helping develop new affordable housing, to maintain existing housing and to address the housing needs of the extremely low-income population. In addition, the targets for addressing homelessness and public housing also address the needs of the underserved in Wilmington.

IX. Removing Barriers to Affordable Housing and Impediments to Fair Housing

The city staff is assisting with the development of the Wilmington Affordable Housing Coalition and will continue to work closely with the coalition to identify barriers to affordable housing and ways to address those issues. The city will continue to work with the New Hanover Human Relations Commission to identify and resolve impediments to fair housing. The Community Development Division staff will participate in at least one public forum addressing fair housing.

The major effort in this area for 2002-2003 will be to conduct a study on Barriers to Affordable Housing and Impediments to Fair Housing, in an effort to provide information that will enable the city and groups such as the Coalition and Human Relations Commission to develop strategies more wisely.

X. Institutional Structure and Coordination of Resources.

The institutional structure and coordination of resources for the Annual Action Plan is the same as that described on page 78 of the Five-Year Consolidated Plan.

XI. Monitoring Provisions

The City of Wilmington is committed to a comprehensive program of monitoring and evaluating the progress of housing and community development activities. The goal of the jurisdiction is to ensure long-term compliance with the applicable regulations and standards.

The city has established its monitoring process to ensure that a system of continuous communication and evaluation is in place. The monitoring process will facilitate the evaluation of program accomplishments in relation to the goals and objectives established by allowing the city to review all programs and housing service providers in order to assess strengths, weaknesses, performance capabilities and accomplishments. Information gained from the review will give the City of Wilmington an opportunity to determine which programs and strategies are working, the benefits being achieved, needs being met and accomplishment of objectives. Both qualitative and quantitative methods of evaluation will be utilized.

Pre-award conferences will be held to finalize contracts; and post award conferences will be conducted to reiterate the terms of the contracts and provide technical assistance, especially to new recipients of funds. The entire monitoring process will involve six basic steps: pre-monitoring contact, technical assistance (when necessary), monitoring visits, post review, written report and monitoring letter and follow up (when necessary).

The focus of the monitoring plan will center on key indicators, which demonstrate if programs are operating effectively and efficiently. The plan will help the city to ensure that housing issues and internal policies are consistent. Where agencies have

consistently met local and federal regulations over an extended period of time, with no findings, a desk review may be applicable for program monitoring. Where projects or programs have experienced delays, assessments of the following will be conducted:

- Reasons for the delay
- Extent to which the delay is beyond the control of the housing or service provider
- Extent to which original priorities, objectives and schedules were unrealistic

Monitoring activities for the Consolidated Plan will incorporate aspects that have been included in the HOME and CDBG programs. This includes reviewing and documenting projects for eligibility, maintaining record-keeping requirements and reviewing financial transactions and audits, including budgets and other funding sources.

XII. Anti-Displacement Plan

Community development activities and those conducted by housing sub-recipients, are contractually obligated to comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24. The city is not involved in displacement activities. If any future activity involves displacement, however, the city will adopt and follow a residential anti-displacement and relocation assistance plan as required under Section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

Individuals or families occupying houses to be rehabilitated with HOME funds are

eligible for a temporary relocation grant. Types of assistance may include a rent allowance, security deposit, utilities, furniture storage and moving expenses. Details of the city's policy on relocation and the type and level of assistance are made available to all rehabilitation loan applicants immediately after the loan process has begun and are made available to all housing-related sub-recipients receiving CDBG and HOME funds.

XIII. Definition of Income

The City of Wilmington has adopted the U.S. Census definition of income for purposes of determining eligibility to participate in the HOME or CDBG programs as well as determining area-wide benefit under the CDBG program. The exception is that the Section 8 definition of income will be used for public housing and continuum of care projects that are funded with the HOME or CDBG monies. The city will develop procedures to ensure that these definitions are consistently and accurately implemented.

Certifications

I. General Certifications

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

A. Affirmatively Further Fair Housing

The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis and maintain records reflecting that analysis and actions in this regard.

B. Anti-Displacement and Relocation Plan

It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

C. Drug Free Workplace

It will or will continue to provide a drug-free workplace by:

- 1) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or

use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;

- 2) Establishing an ongoing drug-free awareness program to inform employees about:
 - a) The dangers of drug abuse in the workplace;
 - b) The grantee's policy of maintaining a drug-free workplace;
 - c) Any available drug counseling, rehabilitation, and employee assistance programs; and
 - d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- 3) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
- 4) Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will:
 - a) Abide by the terms of the statement; and
 - b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;

- 5) Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
 - 6) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted:
 - a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
 - 7) Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.
- of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
- 2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
 - 3) It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all sub-awards at all tiers (including subcontracts, sub-grants, and contracts under grants, loans, and cooperative agreements) and that all sub-recipients shall certify and disclose accordingly.

D. Anti-Lobbying

To the best of the jurisdiction's knowledge and belief:

- 1) No Federal appropriated funds have been paid or will be paid, by or on behalf

E. Authority of Jurisdiction

The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is

Certifications

seeking funding, in accordance with applicable HUD regulations.

F. Consistency with Plan

The housing activities to be undertaken with CDBG, HOME, ESG, and HOPWA funds are consistent with the strategic plan.

G. Section 3

It will comply with section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.

Signature/Authorized Official

Title: _____

Date: _____

II. Specific CDBG Certifications

The Entitlement Community certifies that:

A. Citizen Participation

It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

B. Community Development Plan

Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

C. Following a Plan

It is following a current consolidated plan that has been approved by HUD.

D. Use of Funds

It has complied with the following criteria:

1. Maximum Feasible Priority

With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available;

2. Overall Benefit

The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) 2002, 2003 and 2004 (a period specified by the grantee consisting of one, two, or three specific consecutive program years), shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;

3. Special Assessments

It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment

made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

E. Excessive Force

It has adopted and is enforcing:

- 1) A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
- 2) A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-

violent civil rights demonstrations within its jurisdiction;

F. Compliance with Anti-discrimination laws

The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

G. Lead-Based Paint

Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with the requirements of 24 CFR §570.608;

H. Compliance with Laws

It will comply with applicable laws.

Signature/Authorized Official

Title: _____

Date: _____

III. Specific HOME Certifications

The HOME participating jurisdiction certifies that:

A. Tenant Based Rental Assistance

The Consortium intends to use HOME funds for tenant-based rental assistance and certifies that tenant based rental assistance is an essential element of the Consortium's consolidated plan for expanding the supply, affordability, and availability of decent, safe, sanitary, and affordable housing.

B. Eligible Activities and Costs

It is using and will use HOME funds for eligible activities and costs, as described in 24 CFR §92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in §92.214.

C. Appropriate Financial Assistance

Before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing.

Signature/Authorized Official

Title: _____

Date: _____

IV. Appendix to Certifications

Instructions concerning lobbying and drug-free workplace requirements:

A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$ 100,000 for each such failure.

B. Drug-Free Workplace Certification

- 1) By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
- 2) The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.
- 3) Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
- 4) Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).
- 5) If the workplace identified to the agency changes during the performance of the

grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph three).

- 6) The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

City of Wilmington
305 Chestnut Street
Wilmington, North Carolina 28402

Check ☐ if there are workplaces on file that are not identified here.

The certification with regard to the drug-free workplace is required by 24 CFR part 24, subpart F.

Definitions of terms in the Non-procurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention are called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispens-

ing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) all "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of subrecipients or subcontractors in covered workplaces).

Appendices

Appendix A – Results of Community Outreach

Appendix B – Public Notices

Appendix C – Minutes of the Public Hearings

Appendix D – Maps

Appendix E – Point-in-Time Homeless Survey

Appendix F – Proposed Project Descriptions

Appendix A
Results of Community Outreach

Appendix B
Public Notices

Appendix C
Minutes of the Public Hearings

Appendix D
Maps

Appendix E

Appendix E ***Point-in-Time Homeless Surveys (2001 and 2002) and*** ***Gaps Analysis (2002)***

Appendix F
Proposed Project Descriptions
